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Decent work results of ILO employment promotion interventions: Lessons learned from evaluations, 2003–2013

EVALUATION
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Decent work results of ILO employment promotion interventions:

Lessons learned from evaluations, 2003-2013

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Evaluation Office

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ABBREVIATIONS

ASEAN	Article I.	Association of Southeast Asian Nations
COOPAFRICA	Article II.	Cooperative Facility for Africa
DWA	Article III.	Decent Work Agenda
EAST	Article IV.	Education and Skills Training for Youth Employment (programme)
EMP/CEPOL	Article V.	Country Employment Policy Unit
EMP/COOP	Article VI.	ILO Cooperative Programme
EMP/ENTERPRISE	Article VII.	ILO Enterprise Department
EMP/INVEST	Article VIII.	ILO Employment-Intensive Investment Department
EMP/SEED	Article IX.	Boosting Employment through Small Enterprise Development
EMP/SKILLS	Article X.	Skills and Employability Department
EVAL	Article XI.	ILO Evaluation Office
HIV/AIDS	Article XII.	Human immunodeficiency virus infection/acquired immunodeficiency syndrome
ILO	Article XIII.	International Labour Organization
KAB	Article XIV.	Know About Business (programme)
LIC	Article XV.	Low-income country
LED	Article XVI.	Local economic development
MIC	Article XVII.	Middle-income country
M&E	Article XVIII.	Monitoring and evaluation
MSE	Article XIX.	Micro- and small enterprise
MTE	Article XX.	Ministry of Labour and Employment (Ecuador)
OSH	Article XXI.	Occupational safety and health
PEP	Article XXII.	Public employment programme
QIECP	Article XXIII.	Quick Impact Employment Creation Project (Sierra Leone)
SETYSA	Article XXIV.	Social Entrepreneurship Targeting Youth in South Africa (programme)
SIYB	Article XXV.	Start and Improve Your Business (programme)
SME	Article XXVI.	Small and medium enterprise
SYNDICOOP	Article XXVII.	A joint ILO-ICFTU-ICA approach to the informal economy
TC	Article XXVIII.	Technical cooperation
TVET	Article XXIX.	Training and vocational training
UN	Article XXX.	United Nations
WEDGE	Article XXXI.	Women's Entrepreneurship Development and Gender Equality
YEP	Article XXXII.	Youth Employment Programme

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An employment policy for sustainable recovery was the theme for the Recurrent Discussion on Employment during the International Labour Organization 2014 International Labour Conference (ILC). The ILO's Evaluation Office (EVAL) commissioned this working paper to contribute to the discussion as well as to organizational learning by synthesizing information on results, lessons learned and good practices from selected evaluations of ILO interventions on employment.

Under the guidance of Guy Thijs, Director of the Evaluation Office, this paper was prepared by the HIVA-KU Leuven Research Team comprising of Bénédicte Fonteneau, Huib Huyse and Ignace Pollet. The review benefitted from initial inputs from Ms. Carla Henry, senior Evaluation Officer and Milena Pacchiotti, junior research assistant. Subsequent oversight and inputs were provided by many inside the EVAL team, including Craig Russon, ILO Senior Evaluation Officer and Mini Thakur, Janette Murawski and Dahee Nam, Evaluation Officers.

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1. INTRODUCTION

An employment policy for sustainable recovery and development was the theme for the Recurrent Discussion on Employment¹ during the International Labour Organization (ILO) 2014 International Labour Conference (ILC). This synthesis review aimed to contribute to this discussion by synthesizing the results and lessons learned from various sources of ILO evidence in order to shed light on what works and why with regard to employment promotion and decent work. The synthesis examined evaluations from 2003 to 2013 on employment promotion interventions by reviewing outcomes related to the broader Decent Work Agenda (DWA).²

The study focuses on interventions that led to a certain degree of institutionalization of the projects' outcomes. These changes can be identified in terms of change in behaviours, practices, policies or interactions between actors that demonstrate increased attention and efforts towards decent work. Identifying such changes is particularly relevant because they are likely to translate into ownership of the DWA.

More specifically, the aim of this synthesis review is to document:

1. *outcomes and changes observed at country level*: demonstrating effective attention towards the goal of more and better jobs as reflected in labour market policies, institutions and regulations; and
2. the mechanisms by which *ILO technical interventions* have contributed to outcomes and changes at country level.

These review perspectives have been refined into a number of sub-questions, particularly focusing on the changes observed, the mechanisms used, the sustainability of the interventions, and the drawing of specific lessons learned for the ILO interventions around those themes. The dimensions of decent work taken into consideration in this review are employment creation, workers' rights, social protection, social dialogue, gender and vulnerable groups. The core research material of this synthesis review consisted of 44 final evaluations of ILO employment promotion interventions that took place between 2003 and 2013. Five thematic evaluations of ILO's strategies and eight ILO studies addressing the linkages between employment promotion and dimensions of the DWA have also been incorporated in the research material. Details about the methodology are outlined in Annex 1.

¹ ILO (2014a).

² In the review, we look specifically at employment creation, workers' rights, social protection, and social dialogue as core components of the DWA, together with two cross-cutting issues related to equal opportunities, more specifically, vulnerable groups and the position of women in the labour market.

2. METHODOLOGY

The core research material of this synthesis review consisted of 44 final evaluations of ILO employment promotion interventions undertaken between 2003 and 2013 (Annex 4). In addition, six thematic evaluations of ILO's strategies and eight ILO studies (Annex 5) addressing the linkages between employment promotion and dimensions of the DWA have also been incorporated into the research material. The process for selecting these evaluations and other studies is explained in Annex 1.

Methodologically, this review was carried out in three stages, which are illustrated in detail in Annexes 2 and 3. Below is a summary of these consecutive stages.

In a first stage, the ILO Evaluation Office (EVAL) used the i-Track evaluation database and the Labordoc database to identify a list of relevant evaluations of employment promotion interventions. This identification was based on criteria related to the type of document (final evaluations and mid-term independent evaluations) as well as to the content of the evaluations (ILO technical interventions related to employment promotion, active labour market policies, skills development, institutional capacity development linked with employment promotion issues). One hundred and eight evaluations were identified at this stage, as well as a number of other relevant studies published by the ILO and other United Nations (UN) organizations.

The second stage was the selection process. All evaluation reports were screened in order to determine whether they should be part of the research material. This screening was based on criteria related to the relevance and quality of the final evaluations. At the end of the process, 44 final evaluations reports were selected.

The third stage consisted of the review of the selected evaluation reports. Reports were analysed to identify whether attention had been dedicated to the dimensions of decent work that were the subject of this study. This evidence was systematically related to the geographical and institutional contexts, the degree to which the project was successfully implemented as well as the sustainability of the project outcomes. Following this, a thorough analysis was conducted in order to determine to what extent the identified dimensions had been successfully addressed during the projects.

Of the 44 final evaluations selected, nine had skills development as their main focus, 10 had employment promotion policy, an additional 10 focused on labour-intensive employment creation, another 10 emphasised enterprise and entrepreneurship promotion, and five were on other themes or strategies (i.e. capacity building). Since most of the projects focused on more than one component, for the purpose of the analysis, projects were sometimes clustered according to their dominant component. Due to the specific nature of ILO's technical cooperation (TC) programmes, a large majority of the evaluations were undertaken in low-income countries (LICs) and, to a lesser extent, in middle-income countries (MICs) (see Table 1).

Table 1: Geographical repartition of the reviewed ILO interventions

Continent/region	Number of interventions by countries
Africa	19 countries
Eastern Africa	Ethiopia (4), Kenya (4), Madagascar (1), Mozambique (2), Rwanda (1), Uganda (2), United Republic of Tanzania (4), Zambia (1)
Central Africa	Angola (1), Cameroun (1)
Southern Africa	South Africa (3), Swaziland (1)
Western Africa	Benin (2), Burkina Faso (1), Ghana (2), Liberia (1), Mali (1), Senegal (2), Sierra Leone (1)
Latin America	5 countries
Central America	Guatemala (1), Honduras (1)
South America	Argentina (1), Bolivia (1), Ecuador (1)
Asia	22 countries and Occupied Palestinian Territory
Central Asia	Kazakhstan (1), Kyrgyzstan (1), Tajikistan (1)
Eastern Asia	Mongolia (1), People's Republic of China (2)
Southern Asia	Afghanistan (1), Bangladesh (3), Nepal (1), Sri Lanka (2)
South-Eastern Asia	Cambodia (4), Indonesia (4), Lao People's Democratic Republic (1), Malaysia (1), Myanmar (1), Philippines (1), Thailand (1), Timor-Leste (1), Viet Nam (2)
Western Asia	Armenia (1), Azerbaijan (1), Georgia (1), Qatar (1), Occupied Palestinian Territory (1)
Europe	4 countries
Eastern Europe	Russian Federation (1)
Southern Europe	Albania (1), Serbia (1), Kosovo (1)

2.1. Commissioned review questions

This synthesis review aims to document the link between employment promotion and decent work from two points of view:

1. the *outcomes and changes observed at country level* demonstrating an effective attention to decent work in the labour market policies, institutions and regulations;
2. the *ways ILO technical interventions have contributed* to outcomes and changes at country level.

These review questions were divided into a number of sub-questions to guide the research team in analysing the secondary material. As far as the outcomes at country level are concerned, the sub-questions refer to the observed changes, the mechanisms, and the sustainability of the interventions.

- *Observed changes:* Drawing from existing evidence, to what extent do interventions related to employment promotion contribute to outcomes demonstrating an increased attention to decent work at the level of labour market institutions, regulations, policies and operations? This includes increased capacity development of national/sub-national labour market public institutions to better understand and operationalize the concept of more and better job.
- *Mechanisms:* Through which kinds of mechanisms do countries address decent work in their labour market policies, regulations and institutions? Special attention will be given to identifying innovative mechanisms such as policy mixes, synergies or complementary components between measures or institutions.
- *Sustainability:* To what extent and under which conditions are the observed outcomes sustainable?

As far as the contributions made by ILO interventions were concerned, the sub-questions looked at the lessons learned, and areas for improvement.

- *Lessons learned:* What can be learned from the way the projects and programmes contributed to the observed outcomes in terms of strategies, approach, and design (taking into account context-specific features)? What broader lessons can be drawn about the design, strategies and approaches of ILO technical interventions to enhance their capacity to induce outcomes and changes at country level?
- *Areas for improvement:* Under which modalities can ILO technical interventions better influence changes and actions undertaken by national actors (ILO constituents and other relevant actors) in order to create more and decent jobs in the long term (again, taking into account context-specific elements)?

Technically, the review examined whether certain inputs (project interventions for employment promotion in a country) resulted in outcomes in specific areas of interest (improvements in aspects of decent work). As the purpose of this review is to derive lessons that may improve future interventions, the following elements of the theoretical and methodological framework of this review were further unpacked: inputs, outcomes, employment promotion, and the dimensions of decent work, specifically employment creation, gender equity, social dialogue, social protection, workers' rights, and vulnerable groups (see Annex 7 for details).

2.2. Limitations

The review of the ILO evaluation reports brought forth a number of limitations relating to the geographical coverage of the reports, the lack of contextual information, variations in the themes covered and the depth of analysis across evaluations, different interpretations of the terms 'outputs' and 'outcomes' used by evaluators, and the timing of the evaluations.

Technical interventions (or 'projects') were the unit of observation for the review. Since a majority of these interventions are taking place in LICs and MICs, the evaluation reports in the sample did not cover ILO activities in other countries. As a consequence, the findings and recommendations of the synthesis review will hopefully also have some relevance for other countries, but should be mainly interpreted in relation to the countries covered in this review.

The synthesis review team had to base its analysis on the available information in the reports. In many cases, the reports provided limited contextual information, for example, regarding the broader socio-economic and political setting in which the projects were being implemented. Some evaluation reports did not contain a section with a factual description of the activities carried out through the projects. Responding to the question of what works, why and where, was complicated by the lack of detailed analytical sections in the evaluation reports on the causal logic of the interventions, including the underlying assumptions, context and critical conditions. Where required and feasible, the synthesis review team collected additional project documentation to back-up some of the information gaps in the evaluation reports.

The focus of the review is on the key dimensions of decent work (employment creation, workers' rights, social dialogue, social protection, gender equality and vulnerable groups). However, not all evaluations considered for this review addressed all these decent work dimensions. Moreover, most evaluations had been carried out in a limited timeframe and with limited resources, not allowing for extensive data collection or in-depth analysis. As a consequence, some of the outcomes described

only had anecdotal value. It also appears from the reports that some evaluators were obviously more experienced than others, or better served by the circumstances in terms of available secondary sources. Despite rigorous selection of relevant project evaluations, these differences resulted in research material of uneven quality.

Not all evaluators seem to have the same understanding of what is meant by outputs, outcomes and impact, which complicated the analysis across projects. Coping with these challenges meant that, in some cases, the synthesis review team had to make a re-interpretation of what could be considered as an output, outcome or impact.

Most evaluation reports do not cover the whole project cycle, and the timing of the evaluation makes it impossible to cover the post-project period. With regard to employment creation, for example, lasting and sustainable results from technical interventions can only be observed sometime after the intervention has been implemented. Therefore, evaluators tend to focus on relevant process indicators or other proxies, such as the presence of new organizational structures or legislation, to predict the likelihood of long-term effects. This pragmatic approach has, of course, limitations in terms of providing evidence of impact and the prospects for sustainability.

To conclude, the synthesis review team has taken into account the strengths and weaknesses of the evidence provided in the reports, avoiding drawing conclusions that could not be supported by the available material. Where possible, examples are given about which type of interventions are likely to generate effects under which conditions (e.g. institutional stability, level of formal employment, economic potentials). However, since the documentation on these issues is often quite fragmented, one has to be careful not to generalize the lessons from these evaluations beyond the set of projects under review. Therefore, findings and recommendation should not be presented as a recipe for success but rather as areas that the ILO should consider when designing new interventions.

3. FINDINGS

3.1. Key findings regarding the design and implementation of technical interventions related to employment promotion

Before entering into the analysis of the findings for each of the five decent work dimensions selected for the review, some overarching findings related to the design and implementation of the interventions are listed. They refer to strengths and challenges in the way the interventions are set-up and operationalized. Three issues are presented, two of which overlap (parts of 4.1.2 and 4.1.3) for which a similar review exercise was carried out last year on the topic of social dialogue.³ While the set of evaluation reports examined for this review overlapped only partially⁴ with those of the 2013 review, the analysis resulted in remarkably similar design and implementation issues.

3.1.1. Leveraging comparative advantages increases chances for impact on the DWA

The ILO has a unique position in the development landscape, due to its tripartite structure and representation at national and international levels, its exclusive relationship with important international conventions, and its longstanding experience with development work. The evaluation reports under review provide many examples of the ILO's comparative advantages resulting from this special set of characteristics and networks, which are also present when dealing with decent work as an overarching issue. ILO's work on employment promotion policy reform at country level is leading to new legislation and regulations on labour rights,⁵ gender,⁶ social dialogue,⁷ social protection,⁸ and vulnerable groups.⁹ When this goes hand in hand with capacity development work with social partners, or coordination/facilitation among social partners and other stakeholders, the ILO is able to reconcile inherently very different interests and institutional logics. Also, for some other traditional employment promotion interventions, such as labour-intensive works and the promotion of entrepreneurship, e.g. Start and Improve Your Business (SIYB) programme, etc., there are examples of positive outcomes on decent work.¹⁰ When integrated into policy reforms and other work on the enabling environment, these activities meaningfully contribute to more and better jobs. While there

³ See Voss, Gospel, Dornelas and Vitols (2013).

⁴ Only two interventions were part of the research material of both synthesis reviews, i.e. SYNDICOOP – Poverty alleviation for unprotected informal economy workers through trade unions (RAF/04/52/NET) and Programa de Apoyo al Trabajo Decente en Bolivia (BOL/06/50/NET).

⁵ ILO projects: Youth Employment Partnership project in Serbia (SRB/07/01/ITA); Poverty Reduction through Decent Employment Creation project over the period 2007–2010 (LIR/06/50M/NET)

⁶ ILO projects: Women's Entrepreneurship Development and Gender Equality project (WEDGE III, INT/08/06/IRL); Promoting and building unemployment insurance and employment services in ASEAN (RAS/10/59/JPN – RAS/11/58/JPN-RAS/13/53/JPN); Nias Islands Rural Access and Capacity Building Project (INS/09/02/IDA).

⁷ ILO projects: Policies for eradication of poverty, employment generation and promotion of equality of gender and race in the informal sector in Latin America (RLA/03/52M/UKM); Improving Social Protection and Employment (INS/09/06/NET).

⁸ ILO projects: Improving social protection and employment in Cambodia, Burkina Faso and Honduras (INT/09/06/EEC); Technical Assistance for Capacity Building Support to the Ghana Social Opportunities Project (GSOP) (GHA/11/01/IBR); Promoting and building unemployment insurance and employment services in ASEAN (RAS/10/59/JPN – RAS/11/58/JPN-RAS/13/53/JPN).

⁹ ILO projects: Start and Improve Your Business (SIYB) programme in China (CPR/04/02/UKM); Promoting the Rights and Reducing Poverty of Indigenous and Tribal Peoples (INT/08/57/DAN).

¹⁰ ILO projects: Start and Improve Your Business (SIYB) programme in China (CPR/04/02/UKM); Youth Employment Partnership project in Serbia (SRB/07/01/ITA); Poverty Reduction through Decent Employment Creation project over the period 2007-2010 (LIR/06/50M/NET).

are more positive than negative reports in the review about ILO's project activities at macro- and meso-levels, this is not the case for its work at the micro-level. Some of its activities at this level involve demonstration or pilot projects, which regularly lack strategic focus and scaling-up strategies.¹¹ Other examples see ILO entering into activities with communities, individual informal workers or entrepreneurs where it lacks the flexibility and cost-effectiveness of more specialized and community-based players to make a real difference. However, altogether the evaluation reports demonstrate ILO's capacity to manage large and complex interventions, and pool the necessary expertise to advise governments and other social partners on mainstreaming decent work in employment promotion interventions.¹² Some remaining challenges are discussed in the following paragraphs.

3.1.2. Realistic project objectives, timeframes and scope are crucial to success

While ILO has the capacity to manage large-scale interventions, it often has to work within difficult parameters in terms of resources and timeframes. Several reports mention challenges in terms of objectives that are too fragmented and too ambitious considering the available resources.¹³ This issue, together with a chronic problem of unrealistic timeframes of mostly one to three years to achieve structural change on decent work issues at policy and meso-levels, hinders the relevance, impact and sustainability of the interventions.¹⁴ There are examples where project teams had to deliver on a large-scale public works programme, providing sustainable work opportunities for substantial numbers of youth and building the capacity of small-scale contractors in a period of approximately six months.¹⁵ However, there are exceptions where impressive results can be achieved in short timeframes, particularly in cases where the projects are closely supported by the government and where it has the capacity to act upon them.¹⁶

Another area where ILO uses its international scope and networks is through the design of multi-country projects. In some cases, synergies and interesting cross-country dynamics can be achieved.¹⁷ However, all too often, the selection of countries seems to be informed by some pragmatic selection criteria to include countries from different continents or regions, without any strategic reflection on how the project will be able to compare or learn from the dynamics in the different countries. Evaluation reports mostly observe varied cross-country activity levels and refer to missed opportunities in the selection of the countries.¹⁸

¹¹ ILO projects: Job opportunities for young women and men – JOY (INS/06/50/NET); Poverty Reduction through Decent Work Employment Creation in Ethiopia (ETH/06/50M/NET).

¹² ILO projects: Women's Entrepreneurship Development and Gender Equality project (WEDGE III, INT/08/06/IRL); Improving social protection and employment in Cambodia, Burkina Faso and Honduras; Promoting and building unemployment insurance and employment services in ASEAN (RAS/10/59/JPN – RAS/11/58/JPN-RAS/13/53/JPN).

¹³ ILO projects: Policies for eradication of poverty, employment generation and promotion of equality of gender and race in the informal sector in Latin America (RLA/03/52M/UKM); Working Out of Poverty Project/Ghana Decent Work Pilot Programme (GHA/04/50/NET).

¹⁴ ILO projects: Policies for eradication of poverty, employment generation and promotion of equality of gender and race in the informal sector in Latin America (RLA/03/52M/UKM); Technical Assistance for Capacity Building Support to the Ghana Social Opportunities Project (GSOP) (GHA/11/01/IBR).

¹⁵ For example, ILO project: Youth Employment for Sustainable Development (KEN/12/01/JPN).

¹⁶ ILO projects: Improving Social Protection and Employment (INS/09/06/NET); Livelihood Recovery in Sichuan Project: Emergency Start and Improve Your Business (CPR/08/03/UKM).

¹⁷ ILO project: Women's Entrepreneurship Development and Gender Equality project (WEDGE III, INT/08/06/IRL).

¹⁸ ILO project: Policies for eradication of poverty, employment generation and promotion of equality of gender and race in the informal sector in Latin America (RLA/03/52M/UKM).

3.1.3. Weak monitoring and evaluation (M&E), and knowledge management of decent work outcomes is an obstacle to increased development relevance

In some projects, ILO integrates research components to feed into policy-level debates on employment promotion and/or to inform social partners on emerging trends in the labour market. When this research makes connections with decent work issues and is translated into comprehensible outputs for different stakeholders, it can contribute significantly to institutional learning, and also complement M&E data.¹⁹ However, in a majority of the evaluation reports, M&E processes were considered to be very weak, especially regarding decent work outcomes.²⁰ This makes it more difficult to build ILO's institutional capacity and its in-country stakeholders' so that employment promotion interventions contribute optimally to the DWA. Along similar lines, when interventions develop tools and approaches to integrate decent work into employment promotion, they are not systematically picked-up by other projects. This seems to indicate deficits in knowledge sharing across ILO interventions. For example, the broad set of tools on gender mainstreaming developed by the *Women's Entrepreneurship Development and Gender Equality (WEDGE)* project were not mentioned in the evaluation reports of other projects, although many were shown to be struggling to integrate gender in a meaningful way.²¹ Finally, the lack of systematic M&E on decent work outcomes strongly affects learning from demonstration components or pilot projects. This limits the possibility of drawing lessons from the pilots and makes it more difficult to scale them up.

3.2. Employment creation

3.2.1. Introduction

This section explores the extent to which the interventions described in the selected evaluation reports contributed to more jobs and examines the nature of those jobs. Other sections focus more on the quality of the jobs, especially from the 'decent' work perspective. Therefore, this section is focusing on 'employment creation' in the strict sense of the word, while elsewhere in this review the broader term 'employment promotion' is used. This review tries to compare the strategies used for employment creation, whilst documenting possible lessons on which types of interventions work best under which circumstances.

The creation of employment through policy measures or donor interventions is an unpredictable venture, hard to achieve in the time span of a project cycle, difficult to verify and, at all times, challenging to attribute the results to the efforts made. Moreover, quantifying employment outcomes is complex, since an employment can range from one day (or less) to permanent positions. Also, new jobs in one setting may lead to redundancies elsewhere. Ideally, net employment effects expressed in terms of working time units should be available, either based upon official and accessible data through the fiscal or economic administration of the local government, or through systematic M&E

¹⁹ ILO projects: Assessing and addressing the effects of trade on employment (INT/07/14/EEC); Improving social protection and employment in Cambodia, Burkina Faso and Honduras (INT/09/06/EEC); Some parts of Social Entrepreneurship Targeting Youth in South Africa (SETYSA) (SAF/07/51M/FLA).

²⁰ ILO projects: Poverty Reduction through Decent Work Employment Creation in Ethiopia (ETH/06/50M/NET); Women's Entrepreneurship Development and Gender Equality project (WEDGE III, INT/08/06/IRL).

²¹ ILO projects: Women's Entrepreneurship Development and Gender Equality project (WEDGE III, INT/08/06/IRL); Youth Employment for Sustainable Development (KEN/12/01/JPN); Poverty Reduction through Decent Employment Creation project over the period 2007–2010 (LIR/06/50M/NET); Improving Social Protection and Employment (INS/09/06/NET).

efforts. In reality, such records are most often not available and the reviewed ILO evaluations – carried out before the official close of a project – were found to have relied mainly on estimates or the documentation of instant effects.

Employment creation is either an immediate objective or a general objective in nearly all of the interventions studied in this review. It is mostly aligned with other ILO objectives such as decent work, poverty reduction and/or equality. At the same time, the time horizon for achieving the employment creation objective, as well as the strategies deployed differ substantially from one intervention to another.

Categorizing the strategies used for employment creation through a labour market perspective helps to appreciate the specific value of each strategy.²² From a labour market perspective, four types of approaches can be distinguished: supply-side strategies; demand-side strategies; strategies matching supply and demand; and other strategies. The strategies most used in the ILO interventions under review were skills development, labour-intensive programmes, entrepreneurship and social economy promotion, active labour market policy, stakeholder dialogue, and policy advice (Table 2). Very often, different strategies were combined within one project.

Table 2: Overview of employment creation strategies following a labour market perspective categorization

Category	Strategy	Description and examples	Level of targeting
Supply-side of the labour market	Skills development	Skills acquisition: technical and vocational training (TVET), on-the-job training, regular education, back-to-school programmes	Individuals
	Public works and other labour-intensive programmes	Infrastructure works (e.g. roads construction) employing local contractors and workers	Individuals and small businesses
Demand-side of the labour market	Enterprise and entrepreneurship promotion	Promotion of entrepreneurship: Know About Business (KAB), SIYB, etc.	Individuals and small businesses
	Social economy promotion	Stimulating and facilitating social entrepreneurship, social and solidarity economy ventures and cooperatives	Institutions
Matching supply and demand	Active labour market policy	Developing institutions for guidance, counselling and matching job-seekers with vacancies (e.g. public employment services)	Individuals and institutions
	Facilitating local stakeholders dialogue	Local industrial development and other forms of brokering for stakeholders' involvement (sectors, businesses, local government, social partners, etc.)	Businesses, institutions, government
Creating a conducive environment	Policy support	Expertise input for legislation, policy planning and implementation, relevant government offices' capacity building.	Government
Specific strategies	Target group approach	Women Entrepreneurship Development and Gender Equality (WEDGE), youth, migrant workers	Individuals and institutions

These strategies are often combined and are deemed complementary to each other. The decision about which strategy is to be used in a given intervention will ideally depend on the analysis of the geo-political and socio-economic circumstances. These are set against opposing parameters: post-crisis countries versus non-crisis countries, natural disasters versus man-made disasters, LICs versus MICs, failed states versus good governance. However, the different strategies also represent different theories of change on how employment, and preferably sustainable employment, can be created. The

²² This taxonomy of strategies is commonly used in OECD studies, e.g. Froy and Giguère (2010).

more this theory of change²³ builds on existing processes and structures, and takes into account political and economic issues, the higher the chance that the project results will be “owned” by the key stakeholders.

As can be expected, the variables determining whether an intervention leads to sustainable employment are not only related to issues of design (strategies, theory of change), but also to the **quality of implementation**. This quality covers a range of elements: the demand-driven character of the intervention; the time spent and the thoroughness of the preliminary discussions between the project partners; the quality of management; the stability of project staff; the suitability of the intervention for ILO (given the legitimacy and scale of operations); and the level of positioning of the intervention, for example, in national policies. Issues related to the implementation of projects may be the cause of underachievement despite the strategy being sound and appropriate.

For this review, a third ‘technical’ factor is whether or not **employment creation has been explicitly taken into account** by the project as well as by the evaluation in all phases of the project cycle. Inversely phrased, it may be that employment has been (or could be) created by the intervention without the project team tracking it – even when employment was formulated as an ultimate goal of the intervention. It could also be that the evaluator was not able or did not intend to research possible employment effects. This contingency requires caution in drawing conclusions.

3.2.2. Lessons learned

Skills development is effective when it is combined with other strategies

Highlights

Skills development can contribute to employment creation, but it is seldom effective as a standalone strategy. In the evaluations where skills development was found successful, it was combined with another, more institution-oriented strategy (e.g. targeting the labour market system).

Skills development was applied as a method in 13 of the 44 interventions. In seven out of these 13 evaluations, employment creation was recorded. Whereas this may give the impression that skills development is an effective method for creating employment even in the short term, it should be noticed that only in one of these seven cases, skills development stood on its own as the main strategy, namely in the large *Education and Skills Training for Youth Employment (EAST)* project in Indonesia (INS/06/15/NET)²⁴ where 2,800 TVET trainees (formerly out-of-school youth) and 660 SIYB trainees found a job or started a small business. In other cases where employment was created in the short term, skills training was used as an accompanying measure: for labour-intensive works – three cases in Ghana, Madagascar and South Africa (Limpopo Province); for active labour market policy – two cases on Kiribati island in the RAS/06/53/NET project and Senegal in the SEN/07/01/LUX project; and for the promotion of stakeholder dialogue – one case in South Africa in the SAF/10/02/MUL project. In the interventions where skills development did not result in employment creation immediately, it either stood on its own as a measure, or it was combined with entrepreneurship promotion, which tends to target individuals rather than macro- or meso-level institutions. This leaves us to conclude that, while skills training can play an important role in

²³ “Theory of change” can be defined as: “Every programme is packed with beliefs, assumptions and hypotheses about how change happens – about the way humans work, or organizations, or political systems, or eco-systems. Theory of change is about articulating these many underlying assumptions about how change will happen in a programme.” Definition by Rogers, quoted by Vogel (2012).

²⁴ ILO project: Education and Skills Training for Youth (EAST) (INS/06/15/NET).

employment creation strategies, including in LICs, its value lies primarily in its combination with a more institution-oriented strategy. This finding is in line with previous ILO strategic evaluations.²⁵

Labour-intensive public works have instant effects but prospects for continued employment remain undocumented

Highlights

ILO interventions focusing on direct employment creation through labour-intensive public works were either successfully or partly implemented, depending on the local circumstances. However, due to the timeframe of the evaluations, the lasting character or further employment impact of these temporary employment experiences could not be verified.

Labour-intensive public works were at the core of the project in eight evaluations, all of them evidently leading to direct employment creation, but to varying degrees. An overview is provided in the table below.

Table 3: Overview of selected ILO projects leading to direct employment creation

Project holding LIPW ¹	Accompanying strategies	Employment created
LIR/06/05/NET (Liberia)	–	60 000 people employed for 95 000 working days (total)
TIM/08/50/NOR (Timor-Leste)	In subsequent projects, e.g. Roads 4 Development (R4D), Youth Employment Programme (YEP), etc., combined with skills development	32 500 people employed for 1 370 000 working days
RAF/05/62/SID (Madagascar)	Skills development	26 000 working days (underachievement compared to target)
GHA/11/01/BR (Ghana)	Skills development	757 000 working days
INS/09/02/IDA (Nias, Indonesia)	–	360 000 working days
KEN/12/01/JPN (Kenya)	Target group approach and skills training (cobblestone construction)	107 000 working days (underachievement compared to target)
SAF/04/50/UKM (Limpopo, SA) ²	Skills development	144 472 working days
SIL/10/01/OUF (Sierra Leone)	–	75 000 working days (underachievement compared to target of 440 000)

¹ Labour-intensive public works. ² The South African government owned this project – ILO provided training and capacity building.

– = nil.

The projects in Indonesia (Nias, North Sumatra), Liberia, South Africa (Limpopo Province), and Timor-Leste were exemplary as far as co-ownership with the national government was concerned. The underachievement in some other projects (Kenya, Madagascar and Sierra Leone) is partly due to an underestimation of the logistics and bureaucratic complications involved when carrying out such infrastructure works within the timeframe of a project. In some cases, the project was responding to emergency or post-emergency situations, whereby quick employment of youth groups or former rebels was the primary goal. However, the lasting character or further employment impact of these temporary employment experiences has not been researched or documented.

²⁵ Henry and Cerritelli (2009), p. xii.

Only a few ILO interventions are proved successful in creating jobs through entrepreneurship promotion during the project's lifespan

Highlights

Entrepreneurship promotion programmes (such as SIYB) usually require an extended time horizon before employment effects become apparent. Employment was created in only three of the 14 interventions under review within the lifespan of the project. In one case, the Chinese government scaled up the ILO intervention leading to the potential creation of more than 1 million jobs.

Entrepreneurship promotion mostly took place through the SIYB and KAB packages, which were applied in 14 of the 44 interventions. Employment was created in only three of these 14 interventions in the lifespan of the project, two of which were post-crisis interventions (post-tsunami Sri Lanka and post-earthquake Sichuan Province). The third successful case in China (CPR/04/02/UKM) deserves particular mention, if only for the scale of the intervention after it was rolled out nationally by the Chinese government. Following scale up, the project trained 760,000 in SYB and potentially led to the creation of over 1 million jobs. The programme has also influenced national legislation, and is likely to lead to the promulgation of the Employment Promotion Law. Of the 760,000 participants, 91.3 per cent were laid-off workers, 6.7 per cent were rural migrants. Of the total, 60 per cent were female. The evaluation found that a staggering 60 per cent of the 760,000 participants had established or expanded a business following training, 240,700 of whom created new businesses. Of the businesses, 90 per cent were household enterprises, 5 per cent were private enterprises and 5 per cent were other types, e.g. partnerships. In sectoral terms, 55 per cent were retail and wholesale, 30 per cent catering, 10 per cent manufacturing and 5 per cent other. The SIYB impact assessment report calculated that approximately two to three jobs had been created for each start-up, while the Chinese government estimated that the mean number of jobs created per start-up was 2.5–3. At an estimate of 2.5 jobs per new venture, 129,341 jobs had been created through ILO-SIYB and 1,003,050 jobs had been created nationally (that is ILO + roll-out to non-project areas). However, when the net creation rate of businesses is considered (see above), the number of jobs created would be more modest at 77,605 (ILO-SIYB) or 722,196 (when the national roll-out is counted).²⁶

Entrepreneurship training also proved successful in the Programme of Support to Decent Work (PATD) in Bolivia (BOL/06/50/NET)²⁷ where it was one component among more institutionally targeted components (local economic development – LED, industrial relations, active labour market policy). In the other 10 cases, entrepreneurship did not directly lead to employment creation. As one evaluator commented,

(...) there is an over-expectation prevailing regarding the potential immediate employment effects that KAB may generate. Although anecdotal evidence exists that new businesses have been created by KAB graduates in Palestine even during the piloting period, such business creation is clearly beyond the objectives of KAB (which is meant to raise awareness, change attitudes). A measurement of resulting employment effects therefore is not warranted. It furthermore would be too early to measure such effects because there is usually more required than a KAB training to successfully start a business.²⁸

²⁶ ILO project: Start and Improve Your Business (SIYB) programme in China (CPR/04/02/UKM).

²⁷ ILO project: Programa de Apoyo al Trabajo Decente en Bolivia (PATD) (BOL/06/50/NET).

²⁸ ILO project: Entrepreneurship education: Introduction of "Know about business" in vocational and technical trainings in Palestine (PAL/08/01/UND), p.4.

This remark is in line with a recent World Bank review²⁹ stating that business training should use a much longer time horizon for any sustainable effects to appear. In demand-side strategies, such as entrepreneurship promotion, the causal chain between the intervention input and the outcome in terms of employment is evidently longer and more prone to disturbing factors.

Social economy promotion may be considered a type of entrepreneurship promotion, though some may consider it as a strategy in its own right. The projects under review that had focused on social economy, e.g. Social Entrepreneurship Targeting Youth in South Africa (SETYSA), A joint ILO/International Confederation of Trade Unions (ICFTU)/International Cooperative Alliance (ICA) approach to the informal economy (SYNDICOOP), and Cooperative Facility for Africa (COOPAFRICA) were meant to build and strengthen relevant institutions rather than create jobs directly.

Active labour market policy projects have better prospects to result in tangible employment outcomes in MICs

Highlights

Active labour market policy as a strategy to create employment was found successful in three of the nine interventions where it was applied. The successful cases were situated in MICs, indicating that political stability and the absorption capacity of the formal economy may be decisive factors.

Active labour market policy, a strategy aimed at matching supply and demand on the labour market was applied in nine interventions. It has led to additional employment in three cases (164 beneficiaries employed in the ALB/03/50/ITA project in Albania, 60 micro-enterprises established in the SEN/07/01/LUX project in Senegal, and about 50 jobs in AFG/03/03/GTZ in Afghanistan). Active labour market policy was also established or improved with some degree of success (but without documented employment results) through interventions in Argentina, Kosovo, Serbia and Sri Lanka, all MICs. While the sample is small for LICs, there are indications that active labour market policy measures require political stability and reasonable absorption capacity in a formal economy.³⁰ In the already mentioned project in Afghanistan, it took about 500 placements from a group of 1500 trained job seekers, from a larger group of 12,000 receiving counselling, to finally create about 50 jobs.

Facilitating local stakeholder dialogue may be a successful employment creation strategy in specific cases

Highlights

In the cases where the local government, economic actors and tripartite stakeholders have a certain degree of institutional strength and readiness to take on issues of public interest, stimulating dialogue and cooperation between these stakeholders may be a rewarding and sustainable approach to creating lasting employment.

Seven interventions carried out a strategy that could be categorized as a facilitation role to stimulate dialogue between local stakeholders. This could be in a form of LED, a process by which local governments, enterprises and other organizations work together with the goal of building up the economic capacity of a local area to improve its economic future and quality of life for all. In some

²⁹ McKenzie and Woordruff (2012).

³⁰ Angel-Urdinola, et al. (2013).

ILO interventions, it was rather an economic sector than a geographical area that was targeted. For example, in the ETH/06/50/NET project, this included certification and the promotion of labour standards in Ethiopian flower farms, textiles and waste management which led to additional and presumably sustainable employment. LED can also take the form of tripartite dialogue at a local level. A successful example of this strategy is the SAF/10/02/MUL project in the Port of Durban, South Africa, where an intervention aimed at preventing industrial action and restoring social dialogue was accompanied by skills training and job counselling, eventually leading to job retention and additional employment:

While full impact is expected in the medium to longer term, the project has had notable impacts including full (100%) retention of jobs and creation of an additional 106 employment opportunities at Durban Container Terminal over the two years of the project... (p. xiv – summary section)

While it may difficult to fully attribute overall changes in employment to the project, the following achievements were observed: (i) All the 2,098 jobs (100%) available (...) were not only retained during the project period, but an additional 106 jobs (about 5.1%) were also created-thereby increasing total employment at DCT to 2,204 as at 30th January 2013; (ii) Of the 2,204 number of job opportunities at DCT as at 30th January 2013, males accounted 1,746 or 79% while females accounted for the remaining 458 or 21% of total number of employees-implying a 3% increase in the share of jobs occupied by women...³¹

The employment effects of creating conducive political and institutional environments can become visible only in the long term

Creating a conducive environment often takes the form of developing legislation and providing capacity building to governmental institutions. As a strategy for creating employment, it works indirectly, leading to results in the longer term. However, in combination with other approaches (such as LED), more immediate visible effects may be produced. A combination of indirect and direct approaches works particularly well for specific target groups.

Policy support, in the sense of developing legislation and providing capacity building to governmental institutions, was the project's main goal or a project component in 15 of the 44 interventions. Understandably, this led to direct employment effects in just one of the 15 cases: the *Job opportunities for young women and men (JOY)* project in Indonesia (INS/06/50/NET). Although criticized for its poor efficiency, this project combined policy support with a concrete LED-approach, leading to a possible 3,000 jobs for households as biogas producers. Quite a few other projects featuring a policy support strategy (particularly projects focusing on informal sector workers) seemed to struggle to come up with tangible or verifiable results as a consequence of intervention logics that were too open ended. The BOL/06/50/NET intervention in Bolivia produced positive results as an example of a target group approach in combination with other strategies. In this project, women and young people were trained in much demanded skills, the local government was introduced to the LED approach, a labour market information system (LMIS) was put into operation, and 62 small businesses were established. As Todd³² demonstrates in her overview of interventions aimed at women's employability, a target group approach preferably combines different strategies, ranging from indirect approaches (such as creating a conducive environment) to concrete measures (such as leadership training and cash programmes).

³¹ ILO project: Promotion of Decent Work in the South African Transport Sector (SAF/10/02/MUL), p. 30.

³² Todd (2012).

3.3. Labour rights/workers' rights

3.3.1. Introduction

Labour rights are a core dimension of decent work, and are naturally reviewed across the 44 evaluation reports of ILO employment promotion projects. While there are a multitude of conventions and regulations making up the legal framework on international labour rights, there are eight ILO conventions covering fundamental labour standards. More specifically, they relate to freedom of association and the effective recognition of the right to collective bargaining, the elimination of all forms of forced or compulsory labour, the effective abolition of child labour, and the elimination of discrimination in respect of employment and occupation. In the analysis, this review also touches briefly upon issues of occupational safety and health (OSH), wages, HIV-AIDS, tripartite consultation, and working hours.

While the concept of labour rights is quite clearly defined at the international level (with differences in their application and interpretation at country-level), in the context of this review there is interaction and some overlap with other cross-cutting issues discussed in this report, such as social dialogue, social protection, gender and vulnerable groups. Activities targeting these issues will often also impact on labour rights-related issues. For example, when projects target the working conditions of women in a gender-related intervention, there are obviously components of specific labour rights that are relevant and affected. As a consequence, the analysis could not draw neat boundaries around the concept and, therefore, interacted here and there with other sections in this report.

In this section, the review looks at the extent to which ILO employment promotion interventions contributed to or strengthened labour rights in terms of policies, practices and structures.

About two-thirds of the 44 evaluation reports contained some references to the effects on labour rights, although they were often limited in terms of scope and evidence. Only about one-third explicitly referred to labour rights in the projects' objectives. Within this broad topic, there were large differences in how many sub-themes were covered in the projects. Child labour, especially, stands out (10 projects), and to a lesser degree OSH (seven) and tripartite consultation (five). In addition, there were regular references to wage levels, working times, etc.

Within this sub-set of ILO projects, different mechanisms for working on labour rights could be identified based on their level of focus: policy level, meso-level and/or micro-level. Some projects worked on labour rights at different levels simultaneously and, as described above, sometimes explicitly with specific objectives and strategies, and sometimes implicitly as a side effect of other strategies.

At the policy level, employment promotion projects can contribute to new laws, regulations and/or policies that strengthen awareness or enforcement of labour rights. This is the case when these projects target, for example, the inclusion of labour right clauses in existing or new policies on labour-intensive works programmes. It can also be done at a more operational level, by stipulating labour rights clauses for contractors executing public employment programmes. Meso-level interventions will typically involve the strengthening of social partners' capacity to address labour rights in the formal or informal sector. Examples are the training of unions on specific issues of the labour rights of young people or of informal sector workers. It can also involve the provision of technical expertise to ministry staff to implement child labour prevention programmes, or to raise awareness amongst employers about issues around OSH, which are in conflict with minimal labour standards. Finally, micro-level interventions focus directly on the target group (workers), for example, by raising

awareness amongst workers of public employment programmes about their labour rights, or informing informal workers about their rights in terms of access to safe facilities.

Of the 28 reports with references to labour rights, a majority targeted the policy and/or the meso-level (14 projects each), and less than a quarter targeted the micro-level.

3.3.2. Lessons learned

Enhancing employment promotion while also fostering labour rights is relevant and feasible

Highlights

Several projects demonstrated that employment creation and promotion can go hand in hand with respect for labour rights, including decent working conditions, freedom of association, training, and advocacy for minimum wages, but the relationship is complex. Most examples come from well-established ILO programmes such as in labour-intensive public works programmes, where binding clauses on core labour rights are incorporated into the contracts of sub-contractors, and workers receive training on their rights. Some skills development programmes and programmes to increase productivity in sectors have shown positive outcomes on labour issues where strategies actively included the social partners, through study tours, specific types of training, brokering, and the support of new networks or structures. The prospect of improved export through certification or the setting-up of regulatory frameworks can also work as incentives for employers to work on labour rights. On the other hand, the creation of new jobs does not lead automatically to long-term decent work. A majority of the labour-intensive public works projects provided only short-term work, and some reports indicated that the training activities were not enough to increase workers' employability or to help them become self-employed afterwards. In addition, several reports provided examples of projects, especially in the informal sector, which led to poor and temporary jobs, or where there was no attention to or monitoring of the quality of the jobs.

A substantial part of ILO's work on employment promotion involves public employment programmes (PEPs).³³ The evaluation reports on PEPs mainly cover labour-intensive public works projects (10) related to infrastructure and construction works, and in response to a specific crisis (humanitarian, natural disaster). In some cases, the projects respond to structural or historical unemployment problems. Important for this review is the observation that PEPs tend to have a complex relationship with labour rights and working conditions.³⁴ For example, on the downside, to avoid labour-market distortions, PEPs typically offer low wages, below or equal to the minimum wage, not so attractive working conditions, and they often involve heavy-duty work. In this way, PEPs try to invoke self-targeting³⁵ of the poor and unemployed, avoiding displacement of existing economic activity. On the other hand, the literature shows rather consistently that employment programmes tend to exert upward pressure on local wages.³⁶ Interestingly, the same study also provides examples of how PEPs actually

³³ This is one of ILO's largest TC programmes with a donor portfolio of \$120 million operating in 45 countries. Since 2010, ILO has developed new knowledge and training products to support these activities, delivered through the ILO Turin training centre and through regional partners (ILO, 2014a).

³⁴ See Lieuw-Kie-Song and Philipp (2010).

³⁵ This is different in several ways from other types of PEPs, such as employment guarantee programmes (EGPs), well known in India and some other Asian countries, which follow a rights-based approach to employment taking a long-term perspective, providing to some degree a universal guarantee for access work, and offering at least minimum wage levels and fair working conditions (Lieuw-Kie-Song and Philip, 2010).

³⁶ Devereux and Solomon (2006).

provide an “enabling institutional environment” in which trade unions, social activists and local politicians can mobilize for pro-poor action and improved working conditions. The programmes can create awareness of workers’ rights and provide opportunities for collective action. ILO’s guide on PEPs³⁷ advises governments to respect national and international labour standards, including minimum wage legislation. However, the evaluation reports often did not allow for an analysis of whether this practice had been systematically followed or of the effects these PEPs had had on the labour market.

Over the years, ILO has deepened its insights into how it can support governments in setting up PEPs with sufficient attention to decent work, especially in the area of road infrastructure and bridges. The *Nias Islands Rural Access and Capacity Building* project in Indonesia (INS/10/02/IDA)³⁸ was set-up in response of the tsunami in 2004. The contract documents were found to contain systematic and binding clauses on labour standards, including on: the right of workers to organize; prohibition of forced or compulsory labour; prohibition of children’s employment; equal remuneration for men and women for work of equal value; and other areas of decent work. Many workers combined work for the public works project with their own agricultural activities (rubber production). The project’s activities were organized in such a way that workers could switch relatively easily between urgent work for rubber production and the project. A similar project in the Limpopo Province (SAF/04/M53/SAF)³⁹ in South Africa achieved positive outcomes on labour rights through the use of a *Code of Good Practice* and a *Guideline for Special Public Works*. In addition, several structures were set-up at community level and through local authorities, which could fulfil a monitoring role and communicate workers’ grievances when required. The evaluation team of this specific project did raise serious concerns on whether these temporary jobs could be turned into more stable types of employment at the end of the project.

The project on *Promotion of Decent Work in South Africa Transport Sector* (SAF/10/02/MUL)⁴⁰ managed to achieve a significant drop in production losses, while at the same time improve the quality of work and retain decent job levels. The project actively monitored job quality, and the rate of workplace accidents. A key success factor was again the social partners’ active involvement (the Port authorities and trade unions) by setting-up study tours to increase the knowledge base and creating the necessary regulatory frameworks.

The informal economy and transitions to formality is of growing policy concern within the ILO.⁴¹ This is also reflected in the projects covered in this review. Over the years, ILO has developed a set of decent work strategies for the informal economy, increasingly approached within an integrated policy framework. One strategy has been to increase the cost of being informal, for example, by improving labour inspection, but also through partnerships with, for example, ministries of health and agriculture. Apart from applying sanctions, other “approaches that are educational, persuasive, transparent and participatory are particularly successful in reaching the informal economy”.⁴² Improving labour rights can be an expected key issue when working on transitions to formality, but systematic evidence on what works in this area is scarce. In the multi-country *SYNDICOOP* project

³⁷ Tajgman and de Veen (1998).

³⁸ ILO project: The Nias Islands Rural Access and Capacity Building project (INS/10/02/IDA).

³⁹ ILO project: Support to the National Department of Public Works on the implementation of the Expanded Public Works Programme in the Limpopo Province (SAF/04/M53/SAF).

⁴⁰ ILO project: Promotion of Decent Work in South Africa Transport Sector (SAF/10/02/MUL).

⁴¹ ILO (2014b).

⁴² Ibid., p. 40.

(RAF/04/52/NET),⁴³ informal economy workers were supported through the joint action of trade unions and cooperatives. Among other things, the project envisaged organizing workers into groups, often in the form of savings and credit cooperatives (SACCOs). Through specific training activities on decent work, and support activities in the area of OSH, certain decent work deficits were addressed. At the same time, the project was challenged by the heterogeneous nature of the informal sector and the difficulty of scaling-up activities after the pilot phase.

The weakest link seems to be between projects on skills development and their effects on labour rights,⁴⁴ unless additional strategies have been incorporated in the project design to include, for example, social partners and/or ministries of labour (inspection). Other reported examples⁴⁵ with positive effects on labour rights are where youth receive skills training but are also sensitized to labour rights, or where priority access is given to specific training opportunities for youth in the age group 15–18 years. Projects building entrepreneurship and skills development, such as the *Emergency Start and Improve Your Business (E-SIYB)* (CPR/04/02/UKM),⁴⁶ have established ways of incorporating labour rights, especially regarding OSH. The *Livelihood Recovery in Sichuan Project in China* (CPR/08/03/UKM)⁴⁷ integrated OSH together with labour and social security issues in vocational training activities, and through interaction with the workers' federation. From the evaluations, it appears that these SIYB projects tend to have a higher chance of success when they interact closely with local government, and where government manages to create an overall enabling environment in terms of policies, regulations, subsidies, tax incentives, registration procedures for business set ups, access to micro finance, etc.

ILO has comparative advantage in contributing to the enabling environment for labour rights

Highlights

One consistent finding in the review relates to the relatively high success of the ILO's policy work and its normative function. Through its tripartite structure and its mandate to bring the social partners together to work on employment-related issues, the ILO has a comparative advantage in supporting, facilitating or coordinating these kinds of activities. The review contains several examples where ILO projects have contributed to reforms of labour laws and regulations, have strengthened the enforcement of labour laws, and have built the capacity of social partners to work on issues of decent work. The factors that determine the success of policy reforms related to labour rights are difficult to untangle. Some evaluation reports refer to the importance of supportive political leadership as a critical factor, or active negotiation between the social partners. Others indicate the importance of being able to show success in one specific area to then trigger change in other related policy areas, rather than attempting to implement simultaneous change in multiple policy domains through integrated project designs. Documented pitfalls to sustainable policy reforms are the lack of a process perspective when bringing about institutional change, the high turnover of staff, and too many goals in one project.

⁴³ ILO project: SYNDICOOP project on Poverty Reduction among Unprotected Informal Economy Workers through Trade Union (RAF/04/52/NET).

⁴⁴ ILO project: Entrepreneurship education: Introduction of "Know about business" in vocational and technical trainings in Palestine (PAL/08/01/UND).

⁴⁵ ILO project: Youth employment partnership in Serbia (SRB0701ITA).

⁴⁶ ILO project: Emergency Start and Improve Your Business (CPR/04/02/UKM).

⁴⁷ ILO project: Livelihood Recovery in Sichuan Project in China (CPR/08/03/UKM).

The *Youth Employment Partnership project in Serbia* (SRB/07/01/ITA)⁴⁸ targeted the strengthening of labour market institutions to implement youth employment policies and programmes, while at the same time implementing demonstration programmes. It was evaluated as a successful programme, especially regarding its systematic impact on policy-making and operational activities in the relevant ministries. The involvement of the social partners included the development of training and awareness-raising materials on the promotion of rights at work. The Serbian Association of Employers was supported to develop a range of services and materials for young entrepreneurs. While the impact on youth employment could not be analysed in the evaluation, the multitude of successful policy reforms documented in the report provide an indication of potential impact.

In Liberia, ILO coordinated the *Poverty Reduction through Decent Employment Creation* project over the period 2007–2010 (LIR/06/50M/NET).⁴⁹ The component focusing on the institution building of the tripartite constituents has especially important outcomes, such as the establishment of an employers' association in Liberia, the consolidation of the unified workers' movement, and the setting-up of a National Tripartite Council. Finally, the project supported the drafting of a Decent Work Labour Law. While the evaluation could not document the impact of these policy reforms, they have the potential to substantially contribute to the improvement of labour rights in Liberia.

3.4. Social dialogue

3.4.1. Introduction

As a strategic objective of the DWA, social dialogue⁵⁰ is defined by ILO Convention No. 154 as “all types of negotiation, consultation or exchange of information between representatives of employers, employers and government on issues of common interest.”⁵¹ In the context of ILO's work, social dialogue is both a means and an end. By linking tripartite involvement to all activities it introduces, the ILO intends to strengthen the process of social dialogue. A recent synthesis review on ILO interventions on social dialogue⁵² underlined the uniqueness of the ILO as a centre of expertise on social dialogue, and found that the Organization was increasingly being asked by its constituents to provide information, training and capacity building on social dialogue. This section examines to what extent employment promotion interventions contribute to, strengthen and/or trigger the dynamics of social dialogue and structures in particular.

Almost all projects include a component on social dialogue in the sense that social partners are in most cases at least part of the steering groups of the projects. About a third (14) of the 44 interventions analysed explicitly mention activities or outcomes related to social dialogue. Only one project⁵³ had social dialogue as its main objective, while other interventions on labour-intensive employment creation strategies did not mention objectives on social dialogue or tripartite structures

⁴⁸ ILO project: Youth Employment Partnership project in Serbia (SRB/07/01/ITA).

⁴⁹ ILO project: Poverty Reduction through Decent Employment Creation project over the period 2007–2010 (LIR/06/50M/NET).

⁵⁰ See also Chapter 2.

⁵¹ ILO (2011).

⁵² Voss, Gospel, Dornelas and Vitols (2013).

⁵³ This specific project in Liberia aims at contributing to Poverty Reduction through labour-intensive public works and integrated local economic development. A specific component of this project targeted institutional strengthening of tripartite structures, training of trade unionists (mediation, conflict resolution and arbitration) and the establishment of a training centre.

explicitly, either in the design or in the implementation. Social dialogue was also absent in projects aiming to strengthen enterprise development and entrepreneurship.

In general, the review found that ILO employment promotion interventions were strengthening social dialogue through two main strategies: the involvement of social partners in consultative or decision-making processes/structures linked to the interventions (e.g. steering committees); and/or through capacity-building strategies, particularly on emerging themes or innovative approaches needed to address contemporary employment issues. In both cases, these strategies may contribute to strengthening existing structure for social dialogue as well as relations among social partners. In addition, considering that the technical interventions often tackle unexplored strategies or issues that are not part of existing employment regulations at national level, these strategies can also contribute to raising awareness on newly emerging themes. At the same time, these strategies do not automatically lead to outcomes and their effects may only become apparent in the long term. The next section points to some of the conditions, as derived from the evaluation reports, which need to be in place to achieve positive outcomes on social dialogue.

3.4.2. Lessons learned

Capacity-building strategies are more effective when customized according to the needs and characteristics of the social partners

Highlights

Capacity building is considered to be an essential component of strategies targeting the strengthening of processes related to social dialogue. The strengthening of social partners in their particular functions and roles in tripartite mechanisms covers a wide range of organizational capacity skills (management, decision-making, analysis, bargaining) and knowledge (emerging issues, sector-specific knowledge, etc.). While there may be the temptation for technical interventions to offer the social partners similar packages for capacity building, the review shows that there is a need to adapt the strategies to the characteristics of the partners. The review also points to the opportunity offered by interventions on employment promotion to improve the participation of particular groups in social dialogue mechanisms.

As the 2013 synthesis review on social-dialogue interventions underlined,⁵⁴ capacity building is considered to be a precondition for sound social dialogue at all levels (work floor, sector, national). This is particularly the case in LICs and MICs where even the basic conditions of social dialogue are often not fulfilled or properly protected (notably freedom of association and collective bargaining). Therefore, strategies related to capacity building often receive positive evaluations. However, not all capacity development strategies are relevant for all types of social partners, as illustrated in the project on the effects of trade on employment (Bangladesh, Benin, Guatemala and Indonesia).⁵⁵ This project aimed to improve the analysis of effective and coherent trade and labour market policies in order to better identify the adjustment challenges faced by workers and employers, and expand opportunities for the creation of decent-work employment. It combined a strong knowledge component through a number of scientific studies, with a participatory component for policy working groups (constituted by social partners). The latter were mandated to discuss the results of these studies and to translate them into policy recommendations. The social partners involved also received training on these issues. However, from the interviews carried out during the evaluation, it appeared that only limited

⁵⁴ ILO (2013).

⁵⁵ ILO project: Assessing and addressing the effects of trade on employment (INT/07/14/EEC).

use had been made of both study reports and training sessions. The trade union representatives attributed this to the complexity of the technical content. The evaluator concluded that:

(...) practical application of tools and instruments is difficult and requires good (macro)-economic background of participants of training courses. Additionally the social partners indicate that they had faced many challenges in being better prepared for social dialogue on trade and employment issues and are in need of more comprehensive and more practical and applicable tools and instruments.⁵⁶

In this particular example, the need to strengthen the knowledge and analytical capacities of the social partners was at the heart of the intervention. Customized strategies for capacity building would have responded more adequately to the different needs and ensured more prospects for the social partners to take advantage of them in the future.

On the other hand, the *Women's Entrepreneurship Development and Gender Equality* project (WEDGE III, INT/08/06/IRL)⁵⁷ made a substantial contribution to the participation of women in processes of social dialogue. It provided support to established women entrepreneurs, promoted women entrepreneurship in general, promoted the institutionalization of women's participation in social dialogue, and gave women the capacity to take up such roles.

Employment promotion interventions can strengthen the dynamics of social dialogue

Highlights

In some cases, national structures of social dialogue exist in terms of structures and procedures, but are almost dormant in terms of their ability to address or influence labour markets and governmental labour market policies. The review noted that, through the participation of the social partners in steering committees, several interventions contributed to reviving existing dynamics around social dialogue. This was, for example, the case when the topics initiated through the intervention were more in line with the social partners' interests rather than with their formal – and sometimes outdated – agendas. In some cases, reviving social dialogue structures was an explicit objective of the project, but in other cases this result was rather an unexpected positive outcome of interventions to promote employment. In the latter case, it was induced either by the participatory management structures of the interventions or by the involvement of the social partners in the interventions' activities or strategies. The review also identifies, as is the case for other cross-cutting decent work components, the tension between the often short timelines of ILO projects, and the need to take a long-term perspective when strengthening social partners' strategies on employment promotion issues.

As already mentioned, during the project on trade and labour market policies (INT/07/14/EEC), Policy Working Groups were established which acted as forums allowing social partners to discuss the results of research carried out in the framework of the project. Strengthened by training and other supporting strategies, the existence of these groups enabled some social partners to gain experience in tri-partite social dialogue. The evaluator noted that:

⁵⁶ Ibid., p.44.

⁵⁷ ILO project: Women's Entrepreneurship Development and Gender Equality (INT/08/06/IRL).

(...) in all four countries of the projects where tri-partite social dialogue at national level faces challenges, because of lack of experience and institutionalisation of mechanisms for dialogue and/or difficult relations between the different partners in the dialogue, the project Policy Working Groups constituted a constructive and safe playground to gain experience in social dialogue.⁵⁸

Similar positive outcomes have been observed in the *Policies for eradication of poverty, employment generation, and promotion of equality of gender and race in the informal sector in Latin America* (RLA/03/52M/UKM)⁵⁹ project. In this project, social dialogue groups were established to foster participatory reflection on issues pertaining to labour markets (gender, labour rights, and informal economy) at local level. These groups were part of a regional effort to establish a model for social dialogue within and among institutions and organizations. The evaluation found that, despite the diversity of their members, these groups have remained active due to the fact that, “working together is the ideal way to have an impact and close the gaps of inequality”,⁶⁰ as an interviewee explained. These groups not only gave the participants experience in social dialogue, but also contributed to addressing critical issues related to vulnerable groups on the labour market at the local level. Despite positive signs, the evaluator expresses some concerns about the sustainability of these groups, which will presumably depend on both the will of public officials to further develop policy proposals based on a participatory process, and the involvement of business sectors that do not have a tradition of this type of participation.

At the national level, the multi-country project *Improving social protection and employment in Cambodia, Burkina Faso and Honduras* (INT/09/06/EEC),⁶¹ provides another illustration of the opportunity offered by interventions on employment promotion to strengthen existing social dialogue dynamics. In this case, the social partners expressed their enthusiasm about the role played by the project steering committees, particularly because it enhanced their capacity to tackle social protection and employment issues through social dialogue. One of the success factors of this approach was the liberty given to each country to select the best way to organize the National Tripartite Steering Committee. This led to a reflection process at national level about which social actors should be included (universities, civil society organizations, other ministries, etc.), considering the nature of the topics and policies under discussion. The approach was also in line with the ILO Social Protection Floors Recommendation, 2012 (No. 202)⁶² that stipulates in paragraph 3(r) that countries should promote “tripartite participation with representative organizations of employers and workers, as well as consultation with other relevant and representative organizations of persons concerned”. Along similar lines, the thematic evaluation on ILO’s strategy for integrating inclusive employment policies⁶³ also observed that the formulation and approval process of national employment policies supported by the ILO contributed in a number of countries to the quality of social dialogue beyond the traditional tripartite agenda.

In several cases, the short duration of projects was not conducive to the long-term nature of change in processes of social dialogue, as is illustrated by the *Poverty Reduction through Decent Employment*

⁵⁸ ILO project: Assessing and addressing the effects of trade on employment (INT/07/14/EEC), p. 33.

⁵⁹ ILO project: Policies for eradication of poverty, employment generation and promotion of equality of gender and race in the informal sector in Latin America (RLA/03/52M/UKM).

⁶⁰ Ibid., p. 14.

⁶¹ ILO project: Improving social protection and employment in Cambodia, Burkina Faso and Honduras (INT/09/06/EEC).

⁶² ILO (2012b).

⁶³ ILO: Independent evaluation of the ILO's strategy for integrating inclusive employment policies (Geneva, International Labour Office, Evaluation Unit, 2012).

Creation programme in Ethiopia (ETH 06/50M/NET).⁶⁴ This programme aimed at contributing to poverty reduction through the establishment of increased income and/or job opportunities by improving working conditions at workplace level. The evaluator of this project found that the programme design had not paid sufficient attention to the need for institutional strengthening of the tripartite partners with the view to building a foundation and framework for sustainable partner-based continuation of activities. The following conclusion illustrates his point clearly:

(...) the design of the programme focused on implementation of decent work practices at downstream level forgetting that such practices cannot become sustainable if not being supported by the required procedures, institutional framework and human resources for implementation. The lack of institutional building and measures to make the social partners become implementers resulted in low commitment, which added to the low involvement. The lesson learned is that for sustainability reasons project designs should emphasize more on capacity building of future implementers than on the very implementation.⁶⁵

In this particular case, the evaluator noted that the limited duration of such programmes, as well as disruption of the process (e.g. awaiting decisions for programme extension) were in contradiction with ILO's overarching policy: capacity building of the social partners; support of legislation promoting decent working conditions; and exemplary introduction of good practices.

3.5. Social Protection

3.5.1. Introduction

Social protection is another pillar of the DWA. In terms of aspirations, social protection promotes “both inclusion and productivity by ensuring that women and men enjoy working conditions that are safe, allow adequate free time and rest, take into account family and social values, provide for adequate compensation in case of lost or reduced income, and permit access to adequate healthcare.”⁶⁶ Social protection is far from being a recent concern. The ILO's vision of social protection includes not only the classic preventive measures (insurance) but devotes more attention to assistance measures for the poorest as well as measures to enhance and stabilize income levels. This new vision on social protection was formulated in the concept of Social Protection Floor (2009) with particular emphasis on the need to better articulate employment policies to guarantee services and social transfers across the life cycle, paying particular attention to vulnerable groups. In particular, public works and other direct employment creation strategies are increasingly recognized as key instruments that offer a predictable and stable world as well as income security, especially for the most vulnerable of groups.⁶⁷

Out of the 44 evaluations, only six explicitly reported outcomes or changes related to social protection. Taking place in Burkina Faso, Cambodia, Ghana, Honduras and Viet Nam, ILO technical interventions supported domestic efforts on social protection related to policy formulation (Burkina Faso, Cambodia, Honduras), health insurance schemes (Cambodia), employment insurance (Viet Nam) and cash transfers programmes (Ghana). The ILO's technical interventions on employment

⁶⁴ ILO project: Poverty Reduction through Decent Employment Creation programme in Ethiopia (ETH/06/50M/NET).

⁶⁵ Ibid., p. 29.

⁶⁶ See: *Decent Work Agenda*, ILO, 2014, www.ilo.org/global/about-the-ilo/decent-work-agenda/lang--en/index.htm [accessed 25 October 2014].

⁶⁷ ILO (2014a).

promotion addressed social protection through three main strategies: awareness raising; capacity building; and strengthening/expansion of existing nationwide social protection initiatives. Strategies aimed at raising awareness of the need to improve national constituents' articulation of social protection and employment promotion have been implemented in Burkina Faso, Cambodia and Honduras. Strategies for capacity building have been part of all six projects', benefiting ILO constituents as well as other public and private actors. In Cambodia, Ghana and Viet Nam, ILO technical interventions also contributed to the strengthening and expansion of existing social protection schemes.

3.5.2. Lessons learned

For policy support interventions on social protection to be effective, they require the full support of national policy-makers, and they need to be in line with the developmental priorities of a country

Highlights

This lesson is particularly relevant for projects addressing social policies, such as social protection and employment, which were found to be in a dormant state in many developing countries. The review has shown that ILO interventions assisted national constituents to revisit the links between employment, social protection and poverty reduction. In some countries, the virtuous circle between these components was theoretically well known, but mechanisms and policies at the national level did not allow for effective mutual reinforcement (e.g. a lack of coordination). The ILO also contributed to developing new, comprehensive, sustainable systems of social protection that address a variety of sectors, risks and financial mechanisms (either contributory or non-contributory). This contribution is particularly relevant in contexts where existing social security systems are no longer able to respond to current socio-economic realities and where other schemes (often donor-driven) are operating in silos and without any coordination at the national level.

In the multi-country project *Improving social protection and employment in Cambodia, Burkina Faso and Honduras* (INT/09/06/EEC),⁶⁸ priorities related to decent work and social protection were already the subject of key national policy documents (poverty reduction strategies, national strategic development plans, etc.) in each country. According to the evaluator, this factor explains the relatively rapid outcomes observed during the course of the projects:

In Cambodia, the ILO is supporting the development of the National Employment Strategy, which has been highlighted by the National Dialogue as a priority for the next biennium, as well as the implementation of the Social Protection Strategy. In Burkina Faso, project production had been used by the partners for the elaboration of a National Social Protection Strategy and to start discussions on reforms regarding the Employment Funds. In Honduras, the national stakeholders signed the 'Gran Acuerdo Nacional por un Crecimiento Económico con Equidad Social' which builds on the project inputs, and requests the development of an employment policy. Honduras has also demanded the ILO and the EU to further support to calculate scenarios for the adjustments of the social security institutions, which are currently out of balance.⁶⁹

⁶⁸ ILO project: Improving social protection and employment in Cambodia, Burkina Faso and Honduras (INT/09/06/EEC).

⁶⁹ ILO-EC (2012).

The alignment of the project with national priorities created a window of opportunity to start discussing about the complex articulation between social protection and inclusive employment policies since “this approach represents a shift in the way governments and social actors usually conceived the design of labour and social protection policies, more as individual efforts with independent objectives and no synergies with other areas”.⁷⁰ However, despite the positive outcomes from the INT/09/06/EEC project in terms of policy elaboration and multi-stakeholders, the evaluator pointed to the importance of the additional capacity development strategies that have been implemented: “without a clear understanding of the links [between social protection and employment], the effective contribution of all local actors to the formulation of integrated policies will be considered an academic exercise”.⁷¹

Along similar lines, the contribution of capacity building components has also been demonstrated in the *Promoting and building unemployment insurance and employment services in ASEAN* (RAS/10/58/JPN) project.⁷² In this case, the evaluation team noted that the multiple capacity development strategies implemented by the project (including training needs assessment, training of trainers, etc.) had clearly contributed to consolidating and expanding unemployment insurance in Viet Nam in 2006. The project also contributed to the inclusion of this scheme in an expanded employment law, which to a certain extent secures the continuity of the unemployment insurance scheme. In addition, the variety of actors that benefited from capacity strengthening as well as their involvement in the decision-making process, contributed to raising their awareness about unemployment insurance, and strengthening national ownership of this social protection scheme.

Involving other strategic actors (besides ILO constituents) contributes to an improved articulation of policies on social protection and employment

Highlights

The ILO’s vision on social protection generally requires the consultation and contribution of actors who are not automatically involved in ILO technical interventions, e.g. civil society, private sector, various ministries and public administrations (other than the ministry of labour and/or employment), etc. In particular, the coordination between various actors within the public administration is considered a key factor in building comprehensive and sustainable social protection systems. This is illustrated by an ILO project that took advantage of the management arrangement to contribute to this new vision on social protection.

As described in more detail in the section on social dialogue, the liberty of the partner country to decide on the composition of the national tripartite steering committee of the INT/09/06/EEC project⁷³ has been considered a relevant factor in enabling a pluralistic approach. In addition, the project manager’s decision to give the coordination of the project to the Ministry of Economy and Finance in Burkina Faso as well as to stimulate its active involvement was welcomed by many stakeholders. The active involvement of this ministry has been considered essential in generating lasting effects, as both political and fiscal support to social protection were consolidated. While this decision may have been made for ‘pragmatic’ reasons (namely, avoiding conflict between the Ministry of Employment and the Ministry of Labour and Social Security), the involvement of the Ministry of Finance can be

⁷⁰ ILO project: Improving social protection and promoting employment (INT/09/06/EEC), p. 19.

⁷¹ Ibid.

⁷² ILO project: Promoting and building unemployment insurance and employment services in ASEAN (RAS/10/58/JPN).

⁷³ ILO project: Improving social protection and promoting employment (INT/09/06/EEC).

considered a key factor in integrating economic and social policies, and in gradually building up a comprehensive and financially sustainable social protection system.⁷⁴

Public works programmes have to be addressed from the perspectives of both employment creation and social protection

Highlights

Public works through labour-intensive methods is a well-known strategy to create employment and provide social protection mechanisms. Traditionally, this strategy is based on the assumption that a virtual circle exists between growth, employment and poverty reduction. Public works are expected to improve public infrastructure, which in turn potentially contributes to economic growth. Workers employed in public works programmes are expected to benefit from stable incomes as well as from jobs observing the criteria for decent work. This assumption is currently under increased scrutiny in the literature, especially when considered a long-term perspective. One of the ILO's projects under review provides some indications of how this important link can be established.

Recent scientific literature expresses serious reservations regarding the automatic occurrence of the causal link between PEPs and social protection, doubting whether the social protection effects of public works can be sustained in the long term.⁷⁵ At the same time, there are examples that provide some indications that it can be achieved, although the specific project would require further study to analyse whether the outcomes are structural and sustainable. In Ghana, the *Technical assistance for capacity building to the Ghana Social Opportunity Project (GSOP)* (GHA/11/01/BR)⁷⁶ aimed to combine different challenges: improving targeting in social protection spending; increasing access to cash transfers nationwide; expanding employment and cash-earning opportunities for the rural poor during the agricultural off-season; and improving economic and social infrastructure. The ILO project contributed to improving the framing of these objectives by assisting the Government of Ghana in the elaboration of policy frameworks addressing the labour-intensive method from both an employment and a social protection perspective. The evaluator assessed this policy framework as an ideal example of how issues of policy employment and social protection can be accommodated to “enable the local economic growth and development through the application of labour intensive techniques and optimum use of locally available resources”.⁷⁷

3.6. Gender

3.6.1. Introduction

Gender equality is a cross-cutting objective of the DWA. While many will agree that over the years progress has been made, women all over the world still encounter unequal treatment in all dimensions of employment: lower rates of labour force participation for women than men; women receiving a lower salary for their work than men; and less secure and lower status jobs for women than for men. Gender equality in employment is supported by the ILO through a number of tools as well as through

⁷⁴ ILO (2012a).

⁷⁵ Devereux and Solomon (2006); McCord (2014).

⁷⁶ ILO project: Technical assistance for capacity building to the Ghana Social Opportunity Project (GSOP) (GHA/11/01/BR).

⁷⁷ Ibid., p.18.

a Gender Mainstreaming Strategy for employment-related interventions. This strategy is characterized by two approaches:⁷⁸

- integrating gender concerns in the substance of all the Employment Sector's work; and
- taking gender specific action, or targeting either men or women or both, based on the findings of the gender analysis of this case.

Contrary to the other dimensions of the DWA, the terms of reference of final evaluations of interventions promoting employment contain specific evaluation questions related to gender equity. This is then translated into the requirement to collect sex-disaggregated data on the activities. For projects carried out from 2010 onwards, the terms of reference also include evaluation questions related to the alignment of the project with the ILO strategy on gender equality as mentioned in the ILO Strategic Policy Framework 2010–15. As a consequence, all evaluation reports of such interventions contain references to gender-related issues. In some cases, the evaluation team just states that the gender issues have been taken into consideration (e.g. limited to the statement that gender mainstreaming has been applied in all project activities). In other cases, a more systematic analysis is presented (at the level of outputs or activities).

Only three projects had gender equity as a main objective (in two of these projects, this objective was combined with other vulnerable groups). For the other projects, evaluators noted that gender equality was mostly approached through mainstreaming. In a very limited number of cases, however, the evaluators identified specific gender mainstreaming strategy documents in the projects. Nearly all evaluation reports state that gender-related activities had been carried out during the project. They vary from the training of beneficiaries (with individuals or partner organizations), to gender analysis (in the form of specific studies or inclusion in all project documents), and policy support to improve the inclusion of gender issues in employment policies. In one case, the evaluator noted a difference between the focus given to gender in the project document (presented as a core dimension of the project) and the virtual absence of gender mainstreaming activities carried out during project implementation.

Following the logic of the main research question, the analysis below focuses on outcomes related to gender issues as they appeared in the 44 evaluation reports reviewed. Despite the systematic mentioning of gender aspects in project plans and implementation, the review identified evidence on outcomes or changes with regard to gender in only seven evaluation reports.

⁷⁸ ILO (2012a).

3.6.2. Lessons learned

Inclusion of women and gender issues in labour-intensive employment programmes is challenging but possible

Highlights

Quite a few interventions in the review include labour-intensive public works as a strategy to create employment and/or provide social protection to vulnerable groups. From a gender perspective, public works are often perceived as a barrier to women's participation because it is a sector traditionally regarded for men, as it involves heavy manual tasks. Several examples were identified where projects struggled with their ambitions regarding gender mainstreaming. There were some successful examples of gender mainstreaming in public works, especially when strategies were well thought through and contextualized to the specific socio-cultural environment.

Studies on the inclusion of gender issues in labour-intensive public works programmes identify a number of structural challenges, including the fact that gender issues in projects that feature labour-intensive public works require a strategic approach:

(...) where local gender norms do not allow women's involvement in labour intensive works, it may make sense to use the traditional gender division of labour as a point of departure. Gradually, women's tasks on the programme can be expanded to non-traditional tasks. Another method could be to categorize tasks as light, moderate and heavy, and let women and men work in gangs groups, with men taking on the heavier tasks (e.g. breaking stones and compacting the road surface) and women taking the lighter tasks (e.g. loading baskets of stones from the quarry to the roadside).⁷⁹

The evaluation of the project *Support to national department of public works on the implementation of the expanded public works programme* in the South African Limpopo Province (SAF/04/M53/SAF)⁸⁰ is a good illustration of how the absence of inclusive strategies can result in very weak participation levels of women in training activities related to public works. Another project initiated activities to involve women in training and subsequent participation in public works, but failed to reach significant participation levels. The evaluation of the *Quick Impact Employment Creation Project (QIECP) for youth through labour-intensive public works in Sierra Leone* (SIL/10/01/OUF) notes that:

(...) in spite of efforts by the project management to encourage women to participate in aspects of rural feeder road construction and rehabilitation under QIECP, not much has been achieved: the ten contractors generated over 75,000 person-days of employment, involving 500 youths, but only 12% of them were women. The project found women to be capable of all the main activities required for the improvement of rural roads using labour-based approach.⁸¹

Nevertheless, other projects demonstrate that it is possible to successfully include a gender dimension in public works. *The Nias Islands Rural Access and Capacity Building Project* (INS/09/02/IDA) aimed to support the implementation of the Reconstruction Continuation Plan of the Government of Indonesia following the tsunami of 2004 and an earthquake in 2005. During the inception phase, the

⁷⁹ Devereux and Solomon (2006), p. 33.

⁸⁰ ILO Project: Support to national department of public works on the implementation of the expanded public works programme (SAF/04/M53/SAF)

⁸¹ ILO project: Quick impact Employment Creation Project (QIECP) for youth through labour-intensive public works in Sierra Leone (SIL/10/01/OUF), p. 8

project developed a gender approach that had two dimensions: (i) women's participation in community-level infrastructure works; and (ii) women's access to employment opportunities in construction and maintenance activities. Equal access to employment opportunities has been successfully guaranteed through a clause in the contracts with contractors and communities (see also section in labour rights). This resulted in women constituting 33 per cent of the workforce (which was above the objective of 30 per cent). In addition to this clause, the community development officers of the project secured a participatory approach: meetings between the communities and the project were organized to discuss women's participation in the project; child-care facilities were set up; and women were encouraged to join the young supervisor apprentice scheme. The evaluator underlines the emblematic character of this participatory initiative because it has been implemented in a context which is traditionally not indulgent to gender equality (e.g. the meetings could not take place in village community halls as village women are not allowed to enter). The evaluation team found that this approach had led to outcomes at two levels; firstly that "women have demonstrated their interest and ability to work on the road works" and secondly that "the inclusion of women in the rehabilitation and maintenance needs promotion from Government and development partners over a longer period".⁸² To sustain such outcomes as the inclusion of women as workers in public road works, the evaluation report recommends that this approach should continue to be promoted by the Government, the ILO and other development partners over a long period "until it ceases to be "project driven" and the "contractors have established for themselves that women are valuable employees".⁸³

Gender mainstreaming requires appropriate methodologies and explicit strategies

Highlights

ILO's policy guidelines on gender and gender mainstreaming are increasingly included in employment promotion interventions in all aspects and stages of the projects.⁸⁴ At the same time, gender mainstreaming requires substantial expertise and resources, and specific strategies and approaches for it to work.⁸⁵ This review observed that for a majority of the projects, results regarding gender mainstreaming were meagre because of the absence of one or more of the essential components described above. If project staff or partners did not have the experience, time or capacity to work on gender, this objective tended to 'vanish' during the course of the project, or remained – although important – limited to attempts to achieve a quantitative gender balance in the project's activities. A number of returning success factors can be observed in those projects which managed to achieve more in this area. A first condition relates to the need to translate the gender mainstreaming approach into explicit strategies operationalized in all project activities or components. To be able to develop such strategies, project staff and partners need to be supported by methodological (gender analysis, gender budgeting, gender audit) and practical tools (manuals, best practices). While ILO and other organizations have gained expertise with a range of gender tools, the uptake in other projects seems limited. In addition, the mere awareness of the presence of tools is not sufficient to ensure gender mainstreaming. Project staff's previous experience with gender mainstreaming as well as partnerships with specialized organizations, and the allocation of sufficient time are key factors. Time constitutes a major cross-cutting condition as it allows for the design, implementation and, when required, adaptation of appropriate and context-based gender mainstreaming strategies, which are able to induce sustainable effects.

⁸² ILO project: The Nias Islands Rural Access and Capacity Building Project (INS/09/02/IDA), p.8.

⁸³ Ibid., p. 40.

⁸⁴ ILO (1999b).

⁸⁵ See Woodward (2008); Razavi and Miller (1994).

The evaluation of the project *Increasing Employability of Disadvantaged Young Women and Men and Other Marginalized Groups in Caucasus and Central Asia through Skills Development and Entrepreneurial Education* (RER/04/52/MNET)⁸⁶ demonstrates how to seriously address gender issues through combined gender mainstreaming and specific gender actions. The evaluator noted that a very positive feature of the project design was its two-fold focus on gender issues: (1) mainstreaming gender issues in the technical activities related to skills development and entrepreneurial education; and (2) having a specific component on gender equality issues. According to the evaluator, this feature helped to actually mainstream gender and support the needs of national governments to promote gender equality: “it’s not a secret that the gender equality issue still remains much less addressed in Eastern and Central Asian countries, than other social and labour market development issues, so the project has contributed to integrating gender concerns in all the interventions and drawing greater attention of social partners to gender-related problems thus achieving better tailored and focused social results.”⁸⁷

The multi-country SYNDICOOP project on *Poverty Reduction among Unprotected Informal Economy Workers through Trade Union* (RAF/04/52/NET)⁸⁸ and the project *Assistance to strengthen the employment and training system of the national employment services in Albania* (ALB/03/50/ITA)⁸⁹ showed the need to plan sufficient time to design an appropriate mainstreaming strategy considering the specific context and characteristics of the project. In the latter case, the project succeeded in mainstreaming “gender parity” in labour market programme delivery, through the innovative provision of support for business start-ups among women, and other measures. The Ministry of Labour requested that this innovation be introduced during the course of the project.

As in any issue embedded in social norms, habits and standards, gender mainstreaming also has to take into account cultural sensitivities specific to the context. For instance, the evaluation of the *Start and improve your business (Phase III)* project in Papua New Guinea (PNG03/02/AUS)⁹⁰ found that Start Your Own Business programmes which target women need to ensure that husbands understand the benefits of the training and tolerate the disruptions this might cause to the family routine. In one case where this aspect was overlooked, participants faced domestic violence.

It is essential for long-term changes to create an enabling environment for women at work by influencing social partners and other relevant project stakeholders

Highlights

In many development projects, there is a tendency to focus on target groups in a direct way, rather than on structural issues related to the enabling environment. The review observed similar tendencies with regard to the way ILO projects on employment promotion are tackling gender, with an overall bias towards direct interventions for women (training, awareness raising), which are often not sufficient to bring about change. While important as a strategy, some ILO projects show that it is

⁸⁶ ILO project; *Increasing Employability of Disadvantaged Young Women and Men and Other Marginalized Groups in Caucasus and Central Asia through Skills Development and Entrepreneurial Education* (RER/04/52/MNET).

⁸⁷ Ibid., p. 9.

⁸⁸ ILO project: *Poverty Reduction among Unprotected Informal Economy Workers through Trade Union* (RAF/04/52/NET).

⁸⁹ ILO project: *Assistance to strengthen the employment and training system of the national employment services in Albania* (ALB/03/50/ITA).

⁹⁰ ILO project: *Start and improve your business (Phase III)* project in Papua New Guinea (PNG03/02/AUS).

essential to complement these types of strategies with those oriented towards creating an enabling environment for women at work.

A limited number of interventions adopted this perspective. For instance, the ultimate beneficiaries of WEDGE-III were women (and some men) entrepreneurs at all stages in the business cycle. However, the evaluation noted that the programme had not envisaged focusing on these beneficiaries directly: “rather, it sought to build the capacity of service providers, associations, governments, social partners, non-governmental organizations (NGOs) focusing on entrepreneurship and gender equality, and disabled person organizations (DPOs).” The programme also attempted to link partners with microfinance institutions and services and, in some cases, sought to help associations of women entrepreneurs to develop a microfinance scheme, based on the programme WEDGE-II had developed in Cambodia and the Lao People’s Democratic Republic. Strengthened by other strategies (namely, the extensive use of quality gender tools and ensuring that the role of the national project coordinator included helping partners use them appropriately), this strategy could be promising in contributing to long-term changes rather than just project-bound outputs.

There are risks related to combining gender issues with other vulnerable groups

Highlights

The review included a limited number of interventions combining gender with other vulnerable groups: unemployed youth, working children, people with disabilities, indigenous populations, etc. It was difficult to establish the rationale for addressing women issues in parallel with issues encountered by other groups of population, but the relevant projects seem to indicate that addressing multiple target groups with similar strategies does not work well. One of the weaknesses observed relates to the lack of ‘intersectionality’, namely, difficulty in addressing the interaction between gender, race, and other categories of difference in individual lives, social practices, institutional arrangements, and cultural ideologies.⁹¹

For instance, the project *Promotion of Equality of Gender and Race in the informal economy sector in Latin America* (RLA/03/52M/UKM)⁹² successfully led to the creation of a youth and gender unit within the Ministry of Labour and Employment in Ecuador. The institutionalization of gender mainstreaming in relevant ministries was a positive development, nevertheless the evaluators noted the risk related to:

(...) the thematic dispersion in the unit: ...youth and gender have some elements in common that are related to discrimination against or the exclusion of significant sectors of society. Nevertheless, there are also differences and specific characteristics in each sector that could lead, under certain circumstances, to one being overshadowed by the other, as unfortunately occurred recently because of the priority that the MTE gave to addressing child labour, to the detriment of gender issues.

Since the combination came from the ILO interventions, the evaluators noted that this feature could, to a certain extent and in addition with other factors (staff allocation, budget, etc.), undermine the ownership and the capacity of this unit to further mainstream gender considerations in all of the ministry’s components.

⁹¹ Davis (2008), p. 68.

⁹² ILO project: Promotion of Equality of Gender and Race in the informal economy sector in Latin America (RLA/03/52M/UKM).

In terms of outcomes, the evaluations noted three projects in which difficulties were encountered in addressing both types of groups within the same intervention. In some cases, this difficulty seemed to be caused by contextual factors. For instance, the RLA/03/52M/UKM project that aimed at addressing gender and race/ethnicity related issues failed to give sufficient attention to those issues because of the breakdown and subsequent internal restructuring of Ecuador's indigenous movement, which resulted in an agenda that had little in common with the project's objectives.

Only the multi-countries⁹³ project (Women's Entrepreneurship and Gender Equality: Phase 3) integrated to a certain extent an intersectionality-inspired approach through partnerships with organizations of people living with HIV/AIDS (Ethiopia) or with organizations of women with disabilities (United Republic of Tanzania) in order to mainstream these issues in all of the project's interventions.

3.7. Vulnerable groups

3.7.1. Introduction

The term 'vulnerable groups' refers to groups that experience a higher risk of poverty and social exclusion than average.⁹⁴ In the context of the programmes run by the ILO, social exclusion may stem from the problems an individual may encounter in accessing employment, training or education. These problems may be related to individual misfortunes (related to health), group characteristics (age, gender, ethnicity) or collective setbacks (natural disasters, economic downfalls, political turmoil). These problems may have temporary or more permanent structural causes.

It is clear that 'vulnerable groups' refers to heterogeneous groups with a wide range of characteristics and each project needs to clearly identify the vulnerable groups it targets. The screening of the 44 ILO evaluations showed that the following groups have been included in the projects:⁹⁵ people with disabilities (8); young people (6); vulnerable groups in general (4); children, at work (2); laid-off workers (2); HIV-infected (2); victims of natural disasters (2); informal workers (2); low-skilled workers (1); migrant workers (1); ex-convicts (1); disadvantaged groups in general (1); ethnic minorities (1); indigenous people (1); mentally disabled (1); and widows (1). Women and gender have already been addressed in the previous section.

In those projects specifically focusing on vulnerable groups, roughly three approaches can be distinguished at policy level, institutional level, or beneficiary level. *Policy level* refers to approaches where policy-makers and/or politicians are sensitized, supported or are the focus of advocacy work to include vulnerable groups as an explicit chapter in legislation or relevant policies. ILO programmes can facilitate and support the preparation and implementation of these policies through national or local administrations. *Institutional level* involves building the capacity of institutions (such as employment services) to apply specific approaches or methods to different kinds of vulnerable groups, in order to improve their chances for employment, decent work and acceptable standards of living. These approaches may range from empowering the individual to negotiate with employers, to

⁹³ Cambodia, Ethiopia, Kenya, Lao People's Democratic Republic, Uganda, United Republic of Tanzania, Viet Nam and Zambia.

⁹⁴ Blaikie, et al. (1994) defines vulnerability as the "set of characteristics of a group or individual in terms of their capacity to anticipate, cope with, resist and recover from the impact of a natural hazard. It involves a combination of factors that determine the degree to which someone's life and livelihood is at risk by a discrete and identifiable event in nature or society". See p. 9.

⁹⁵ Numbers of projects are between brackets.

preserving quotas for well-defined vulnerable groups, to organizing the workplace in such a way that workers belonging to the vulnerable group can function. *Beneficiary level* means that the ILO programme itself caters for well-defined vulnerable groups, either exclusively, or as part of the project. For example, a project would attach minimal quotas on the number of people receiving an entrepreneurship course, based on whether they have disabilities, or whether their homes have been destroyed by a natural disaster.

Just half of the 44 ILO evaluations selected for the review mention in explicit or implicit⁹⁶ terms that vulnerable groups are part of the evaluated programme. Of these 22, the focus and, presumably, the achievements differ from programme to programme. Five evaluations only mention vulnerable groups in the description of the programme design, 10 mention vulnerable groups when giving an overview of the implementation of the programme (output level), and seven evaluations mention vulnerable groups at outcome level (not necessarily in a positive sense), of which just a few mention the likelihood of sustainability of these outcomes.

3.7.2. Lessons learned

The effectiveness of a targeted approach depends on the ownership of policy-makers and the capacity of implementing institutions⁹⁷

Highlights

Whether special targeting for defined vulnerable groups is a more effective policy than a generic employment policy is still subject to debate.⁹⁸ From an institutional perspective, the review of ILO interventions shows that the targeting of beneficiaries from well-defined vulnerable groups has the best chance to produce a positive outcome (with prospects to be sustainable) when this is complemented with policy development/reforms and capacity building of local institutions to implement these policies.

Studies show that the success of employment promotion projects in terms of targeting specific vulnerable groups, depends on: the context (subsistence or stagnating versus growth economy); the type of vulnerability (e.g. perceived versus real limitations owing to disability); the interpretation of what is meant by ‘effective’ (direct benefits versus long-term mechanisms); and the type of targeting methods used (targeting versus self-targeting).⁹⁹ Moreover, the degree of effectiveness is set against the objectives pursued, such as inclusion in the labour market system, full employment, equal opportunities, etc. (e.g. the on-going discussions about affirmative action).¹⁰⁰

Using the ILO’s *Start and Improve Your Business (SIYB)* programme, a large-scale project for laid-off workers and other vulnerable groups in China (CPR/04/02/UKM)¹⁰¹ led to the majority of the beneficiaries being re-employed. Of the 743,000 trainees, 60 per cent established a business after the

⁹⁶ ‘Implicit’ means that the term ‘vulnerable groups’ was not mentioned, but was one of the groups that could be considered as vulnerable (youth, people with disabilities, disadvantaged, etc.).

⁹⁷ Specifically for this section, a ‘horizontal’ or mainstreaming approach is compared with a ‘vertical’ or targeted approach. Whereas mainstreaming aims to raise attention to an issue (in this case, equal treatment of different groups) across interventions and at all levels, a targeted approach makes the issue (in this case, the promotion of a well-defined target group) the main goal of an intervention.

⁹⁸ Martin and Grubb (2001).

⁹⁹ Devereux and Solomon (2006).

¹⁰⁰ See Edigheji (2007); Kurtulus (2012).

¹⁰¹ ILO project: Start and Improve Your Business (SIYB) programme (CPR/04/02/UKM).

project, with an estimated two to three jobs created for each start-up. While most beneficiaries were laid-off workers, a small fraction qualified as in being in a ‘vulnerable group’ in the strict sense of the term: people with disabilities; migrant workers; and ex-convicts. Key to success was the Chinese partner’s takeover of the project, i.e. the Ministry of Labour and Social Security in collaboration with the Ministry of Justice and the China Disabled Persons’ Federation. This shows that projects targeting vulnerable groups can be successful if local institutions take over their ownership after they end.

The importance of involving the government (whether local or regional) in the project rationale as well as the subsequent phases of implementation was well demonstrated in project INT/08/57/DAN,¹⁰² in Cambodia and Nepal. The project targeted indigenous people, with regard to acknowledgement of their rights and non-discrimination. The envisaged outcomes were the ratification and implementation of the principles of ILO Convention No. 169 on indigenous and tribal peoples. The Government of Nepal, as a means of bringing about shared commitment between the opposing groups in the aftermath of its peace process, ratified the Convention and used technical assistance to build ministries’ capacity to include indigenous peoples’ rights in the constitutional reform process. The Government of Cambodia has shown little interest in giving indigenous communities title to land rights apart from selected token communities, which means that only inhabitants from these communities will benefit from the project.

In Kosovo (RER/00/05/ITA), the ILO led a skills-oriented project (TVET) with special focus on vulnerable groups, through both career guidance and self-employment promotion. Employment services’ staff were trained to: cater for persons with disabilities; assess occupational skills and levels of disability for vocational training purposes; and administer an incentive scheme designed to place people with disabilities in private enterprises.¹⁰³ In cooperation with the World Health Organization (WHO) and the Kosovar Ministry of Health, the ILO project also designed a self-employment scheme for previously institutionalized persons with mental disability, enabling them to perform basic tasks, such as garden design, and ornamental plants and landscape maintenance.

The lessons extracted in other reports at the outcome level highlight the challenges encountered. An evaluation of a project on the *Inclusion of youth in employment policies (YEP) in the Philippines* (PHI/04/01/CAN)¹⁰⁴ pointed to the risk that activities would not be converted into lasting effects or that the approach used would remain an institutional mechanism. This approach was perceived as being donor-driven and involving weak ownership. A project on *Social entrepreneurship in South Africa (SETYSA)*, (SAF/07/51M/FLA),¹⁰⁵ produced good feedback, but a nationwide multiplier effect is not likely to follow. The evaluator suggests that the decision to locate the project in the ILO Pretoria Office rather than in existing South African institutions could have undermined local ownership and ownership of social entrepreneurship. The large EAST project in Indonesia (INS/06/15/NET)¹⁰⁶ led to good results in making out-of-school youths return to school. It failed, however, to convince government counterparts and tripartite partners to establish institutional mechanisms that would sustain and multiply these efforts. In other projects on youth employment such as RLA/03/02M/UKM¹⁰⁷ in Ecuador or PHI/04/01/CAN¹⁰⁸ in the Philippines, the national

¹⁰² ILO project: Promoting the rights and reducing poverty of indigenous and tribal peoples (INT/08/57/DAN).

¹⁰³ ILO project: Skills Development for the Reconstruction and Recovery of Kosovo (RER/00/05/ITA), p.13.

¹⁰⁴ ILO project: Inclusion of youth in employment policies (YEP) in the Philippines (PHI/04/01/CAN).

¹⁰⁵ ILO project: Social entrepreneurship in South Africa (SETYSA) (SAF/07/51M/FLA).

¹⁰⁶ ILO project: Employment-intensive growth for Indonesia: Job opportunities for young women and men (JOY) (INS/06/15/NET).

¹⁰⁷ ILO project: Evaluation: Policies for Eradication of Poverty, Employment Generation and Promotion of Equality of Gender and Race in the Informal Economic Sector in Latin America: Ecuador and Brazil (RLA/03/52M/UKM).

government reportedly did not show much interest in taking over institutional mechanisms or structures created or proposed by the project. These examples highlight the need for better ownership and counterpart involvement before projects of this size are granted. This will increase the chances that newly created, relevant and well-implemented activities outlive the project period, and avoid governments' dependency and inactivity in such projects.

Mainstreaming the inclusion of vulnerable groups in project design and strategies is necessary for achieving lasting effects

Highlights

When the approach has the form of mainstreaming rather than targeting, the project will not be exempted from using an appropriate strategy. It is rather the opposite; if lasting effects for the inclusion of vulnerable groups are to be generated, a strategy with regard to these groups will have to be designed for each and every component of the intervention. This presents a challenge for the project designers, as well as for the management team, but the rewards are substantial when appropriate strategies are designed. From the country-level perspective, there are arguments to implement programmes with both a targeted approach and a mainstreaming approach, and to combine their relative strength.

For example, a project on *Technical and vocational education training (TVET) reform in Bangladesh* (BGD/06/01/EEC) contained a component on access to TVET and increased employability for women and people with disabilities. The project was well implemented, but one conclusion of the evaluation was that the employability of women and people with disabilities would be better integrated in all components and stages of the project, instead of being a component on its own. The evaluator recommended that in order to satisfy indicators ensuring the curriculum's gender and disability sensitivity, and to meet the quotas set for female and disabled instructors and trainees, a specific approach should be integrated into all project components. He added, "It is advisable for project management to make the sharing of this responsibility clear by way of an explicit project policy statement on social inclusion, and a required element by which all components account for their progress."¹⁰⁹

Interventions targeting vulnerable groups have to adapt their approach when operating in fragile states or crisis situations

Highlights

A few project evaluations indicate that the first priority of LIC governments, especially when they are recovering from natural or man-made catastrophes, should be directed at the general population, rather than at well-defined target groups. Projects may have to adapt their approaches and efforts with regard to these groups, to ensure sustainable impact.

A project in Afghanistan (AFG/03/03M/FRG), which stimulated job-seekers into registering at employment offices, intended to include vulnerable groups as women, low-skilled people, people with disabilities or ex-combatants. However, the project did not have much effect in terms of the numbers of vulnerable groups registering, let alone being employed. The employment offices' statistics indicate that very few users from vulnerable groups came to register. The distribution of total

¹⁰⁸ ILO project: Promoting Youth Employment in the Philippines: Policy and Action (PHI/04/01/CAN).

¹⁰⁹ ILO project: Technical and vocational education training (TVET) reform in Bangladesh (BGD/06/01/EEC), p. 20.

registrations was: persons with disabilities (3 per cent); ex-combatants (3 per cent); internally displaced persons (2 per cent); and refugees (11 per cent). The evaluator concluded that:

(...) without leverage, the Employment Services Centres will always face difficulties in promoting the claims of vulnerable groups. This becomes even more difficult when the labour market itself is not growing rapidly and new job opportunities are not being generated. Projects should include a component providing financial or other incentives to employers who recruit workers from vulnerable groups.¹¹⁰

Another project in post-tsunami Sri Lanka (SRL/03/01/SID)¹¹¹ was designed to enhance employment chances for vulnerable groups (people with disabilities and young or elderly unemployed) by improving the capacity of labour market institutions. As for the people with disabilities, the project collaborated with employers' federations, local specialists and campaigners to create public awareness and to motivate jobseekers with disabilities in their search for jobs using the JOBSNET. Even in the upgraded employment offices, few outcomes were observed at the level of individual beneficiaries.

These examples illustrate that, in crisis-struck countries, projects targeting vulnerable groups may be struggling in their implementation, which leads to the assumption that in these cases lasting effects will be negligible. Extensive preparatory discussions with the local government, aimed at estimating their willingness to take ownership of the project, may be the best way to avoid this type of underachievement

¹¹⁰ ILO project: Expansion of employment services to nine provinces in Afghanistan (AFG/03/03M/FRG).

¹¹¹ ILO project: Capacity Building for Employment Services and JOBSNET (CABNET) (ILO Accelerated Employment Services Project, AES), Sri Lanka (SRL/03/01/SID).

4. CONCLUSIONS

Drawing from existing evidence on ILO interventions, this review contributes to the body of knowledge on the extent to which interventions related to employment promotion advance outcomes on decent work at the level of labour market institutions, regulations, policies and operations. The review paid special attention to corresponding processes of capacity development of national/sub-national labour market institutions and other stakeholders to improve understanding of the concept of more and better jobs and how it is operationalized. Promoting decent work through more and better jobs lies at the heart of ILO's mandate and is a high priority for ILO constituents in all regions. This review intends to contribute to broader efforts to strengthen ILO's knowledge base on a number of interrelated topics that promote more and better jobs under different circumstances, stages of development, and in response to crises and transitions. The review is based on an in-depth review of 44 final evaluation reports of ILO interventions related to employment promotion. Besides this core research material, the study also included an in-depth review of six thematic evaluations of ILO's strategies and eight other ILO studies. All reports and studies were selected through a systematic process applying criteria relating to the relevance, validity and reliability of the reports. Due to the specific nature of ILO's TC programmes, a large majority of the evaluations in the review focus on projects in LICs, and to a lesser extent MICs.

The synthesis review identified **general conclusions** that are related to the specific contribution ILO is making to outcomes at the national level with the social partners and structures.

- Employment promotion interventions constitute potentially rich entry points to address all dimensions of the DWA. Addressing multiple dimensions is particularly powerful when the interventions target the practices and policies of key stakeholders to mainstream the DWA. One of the strengths of technical interventions is that they allow the actors to integrate the DWA at: (1) policy level; and (2) at operational level in relevant sectors, institutions or to specific concerns. Addressing the dimensions of the DWA can follow unexpected pathways, but it never occurs totally by chance. Synthesis findings demonstrated that each objective of the DWA, as well as the cross-cutting issues such as gender or vulnerable groups, all require specific expertise, human resources, conducive institutional settings, and strategic partnerships.
- In addition, the review found that the DWA is not always explicitly addressed in the design or implementation of ILO interventions on employment promotion. This situation is not helped by the often short timeframes and limited budgets available to implement complex multi-stakeholder, multi-component interventions, as well as the frequent absence or poor articulation of strategic theories of change for mainstreaming the DWA. This sometimes leads to a situation where project teams are so challenged and focused on achieving the employment promotion objectives within the available timeframe and resources, that the DWA is perceived as an add-on for which resources, time and political commitment are lacking. Although the research material did not allow definitive conclusions on this, there occasionally appeared to be missed opportunities to further the DWA through a more systematic and longer term approach in ILO interventions on employment promotion.
- The review identified several examples where ILO interventions included a “demonstration” component, which enabled new approaches to be tried out to address employment promotion and the specific dimensions of the DWA at micro- or meso-levels. While there are good reasons to work with pilot or demonstration projects, the review showed that pilots tended to be less well designed, without adequate monitoring and learning processes, and

with no explicit theories of change on how components could be scaled up or adapted, so that they would be owned and integrated into national processes.

- Policy influence is a function where ILO consistently makes a difference, together with its normative function. As an international organization strengthened by international legal standards and solid technical expertise on employment promotion (both in the field and at headquarters), ILO succeeds in influencing the social partners and national administrations to consider more and better jobs. The effects can be amplified when the interventions are aligned with national processes, involve social partners and provide well-designed capacity development services for key stakeholders. Additionally, policy influence is far-reaching and more sustainable when ILO interventions are in line with national priorities or concerns. Several evaluation reports documented the importance of involving the social partners in the different stages of project implementation. Finally, decent work outcomes tend to be strengthened even more when the project strategy builds the capacity of the social partners and labour administrations to better understand, discuss and address the way the DWA should be appropriately implemented according to the context, the employment theme or the sector.

Thematic conclusions pertaining to the reviewed dimensions of decent work

- 1. Employment creation.** Support to the creation of employment through policy measures or technical interventions is an unpredictable venture, hard to achieve in the time span of a project cycle, difficult to verify and, at all times, challenging when it comes to attributing results to the efforts made. Drawing conclusions on the extent to which an intervention has led or will lead to sustainable jobs was sparsely covered in most ILO evaluations. The limitations of project evaluations in this respect can be explained by the requirement that they very often need to be completed before the official closing of the project. They, therefore, rely on estimates or incomplete project documentation of results achieved during the lifetime of the project. Only a few projects provided adequate resources for proper impact assessment or ex-post evaluations.

Whether an intervention has the potential to generate employment was found to depend on three factors:

- the strategy or combination of strategies chosen;
- the quality of the implementation; and
- the extent to which a project was explicitly working towards employment rather than creating pre-conditions.

The most common strategies centered on skills development, labour-intensive programmes, entrepreneurship promotion, social economy promotion, active labour market policies, facilitating local stakeholders dialogue, and policy design support. These strategies differed from one another in terms of the intervention approach chosen (supply-side, demand-side, matching supply/demand, and working towards an enabling environment) and the level of targeting (individuals, businesses, institutions, government). It was found that each of these strategies has its own specific value when applied in the right context.

Skills development (support for technical and vocational education and training, on-the-job training, etc.) is a frequently used strategy to equip people to find jobs. The study showed that skills development is particularly useful as an accompanying measure together with active

labour market policies or combined with facilitating local dialogue between social partners and/or other key actors. Interventions focusing on labour-intensive public works had immediate effects on employment (often expressed in a number of working days), but prospects for continued employment were often un-documented. Entrepreneurship promotion usually requires an extended timeframe before the employment creation effects become apparent. It was due to productive co-ownership and accurate targeting that some interventions, such as the SIYB programme in China, proved successful in creating jobs during the project lifespan. Projects that promoted active labour market policies as a strategy to create jobs resulted in tangible employment outcomes, particularly in MICs. Political stability and reasonable absorption capacity of the formal economy are believed to be important elements in achieving this outcome.

Facilitating local stakeholder dialogue, at times a successful employment strategy, could take the form of LED. However, it can also emerge from social dialogue between local tripartite partners, whereby skills, job counselling and employment creation are included in negotiations aimed at preventing industrial action. Finally, the effects of establishing an enabling political and institutional environment for employment creation are usually only visible in the long term. Therefore, a combination of this with components producing tangible short- and mid-term results may work favourably for interventions focusing on policy support and capacity building.

2. **Workers' rights.** About two-thirds of the 44 evaluation reports contained references to effects on workers' rights, although these were often limited in terms of scope and evidence. Only one-third (15) of the reports identified project objectives that made explicit reference to workers' rights. Within this sub-set, different mechanisms to address workers' rights were identified, with the majority focusing on improvements at the policy level, meso-level and, to a lesser extent, the micro-level. The review found that employment promotion projects can go hand in hand with workers' rights during project implementation, but the relationship is complex. Most examples come from well-established labour-intensive public works programmes and some skills development programmes. For example, interventions on employment promotion had a substantial impact on workers' rights when labour clauses are structurally integrated into sub-contractors' agreements for labour-intensive public works, and when projects mobilized or built capacity amongst the social partners on the issue of workers' rights. On the other hand, the creation of new jobs does not automatically lead to more permanent decent work, particularly when they are created in labour-intensive public works or in the informal economy.

The link between skills development projects and the promotion of labour rights is not obvious, unless the projects are embedded in a broader set of strategies to increase employability and improve the enabling environment in terms of decent work. This was reported to be the case in a number of longstanding SYIB projects worldwide, which pay explicit attention to decent work through the training of workers and the strengthening of governments' capacity to regulate and enforce labour rights. Another consistent finding in the review pointed to the relatively high success of ILO's policy-level work and its expertise in formulating norms and guidelines. Several examples were identified where ILO projects contributed to the reform of labour law and regulations, strengthened the enforcement of labour law, and built the capacity of the social partners to work on decent work issues.

Insights on critical success factors of policy work on workers' rights were found to be limited in the evaluation reports. Some evaluation reports referred to the importance of supportive political leadership as a critical factor, as well as ILO's facilitation services between the social partners. Others indicated the importance of being able to show "knock-on" successes of one specific area, which then triggered change in other related policy areas, rather than attempting to implement simultaneous change in multiple policy domains through integrated project designs. Documented pitfalls to sustainable policy reforms are the lack of a process perspective when bringing about institutional change, the high turnover of staff, and too many goals combined in one project.

- 3. Social dialogue.** Almost all projects included a social dialogue component in the sense that the social partners are in most cases at least part of the steering groups of the projects. About one-third (14) of the 44 interventions explicitly mentioned activities or outcomes related to social dialogue. Only one of the selected projects (in Liberia) had social dialogue as its main objective. ILO employment promotion interventions are strengthening social dialogue through two main strategies:

- the involvement of social partners in consultative or decision-making processes/structures linked to the interventions (e.g. steering committees, technical committees); and
- capacity-building strategies, particularly on emerging themes or innovative approaches which are implemented in response to contemporary employment challenges.

In both cases, these strategies have the potential to contribute to strengthening existing social dialogue structures as well as relations between the social partners. In addition, considering that ILO's interventions often tackle emerging themes or challenges, interventions can also contribute to raising awareness and setting agendas among social partners on issues that were largely passing under the radar.

Some critical conditions under which ILO employment promotion interventions contribute to fostering social dialogue can be identified. One of these conditions relates to the need to fine-tune capacity-building strategies to the specific needs, interests and characteristics of the social partners. The review also points to the opportunity offered by employment promotion interventions to improve the participation of particular groups (e.g. women) in targeted strategies on social dialogue. In several cases, the short duration of projects was found not to be conducive to the long-term nature of change in social dialogue processes, leading to projects which were not sufficiently institutionalized or where local ownership was still weak.

- 4. Social protection.** Social protection as a complementary component to employment promotion was only explicitly covered in six out of the 44 evaluations. The ILO's technical interventions addressed social protection through three main strategies: awareness raising; capacity building; and strengthening/expansion of existing nationwide social protection initiatives. There are strong indications that for policy support in the field of social protection to be effective, it requires the full support of national policy-makers and has to be aligned with the development priorities of a country.

In terms of building that support base, ILO's interventions assisted national constituents to revisit the links between employment, social protection and poverty reduction. The ILO also

contributed to developing new comprehensive, sustainable social protection systems addressing a variety of sectors, risks and financial mechanisms. This approach is particularly relevant in contexts where existing social security systems are no longer able to respond to current socio-economic realities and where other schemes (often donor-driven) are operating in silos and without coordination at the national level. Along the same lines, the review showed that intervention mechanisms, which involved non-traditional actors (such as civil society, the private sector, various ministries and public administrations other than the ministries of labour and/or employment) can contribute to an improved and renewed articulation of policies on social protection and employment. This approach is even more effective when partner countries can decide on the composition of the national tripartite steering committee and/or the ministry in charge of coordinating projects. For labour-intensive public works programmes, the review identified evidence that re-confirms the importance of well-designed programmes. These encompass both the employment creation and social protection perspectives in order to fully mobilize their potential for social protection.

5. **Gender equity.** Applying a gender perspective to employment promotion interventions is a specific ILO requirement that is identified in its policies and guidelines. This includes generating sex-disaggregated data of the project's activities. Despite the systematic identification of gender aspects in project plans, only seven out of 44 evaluation reports contained evidence on gender outcomes or changes beyond the output level.

While acknowledging this shortcoming, a number of ILO employment promotion interventions showed that including women and gender issues in labour-intensive employment programmes is feasible, assuming that strategies are well-reflected and contextualized to the specific socio-cultural environment. Adequate and meaningful integration of gender issues requires policies to be internalized by the government, the ILO, and other development partners over sustained periods of time. In addition, the evaluation reports illustrated that gender mainstreaming requires appropriate methodologies and explicit strategies. The mere presence of tools is not sufficient. Access to project staff with previous experience on gender mainstreaming, as well as to specialized agencies and ensuring sufficient time and resources, are key conditions for its success. This review observed that, for a majority of the projects, the outcomes related to gender equality at work were limited due to the absence of one or more of the components described above.

ILO's tripartite structure represents a comparative advantage in creating enabling environment for women at work in a more structural way through its capacity and mandate to work towards gender-aware policies and practices with the social partners, and other relevant project stakeholders. In this way, ILO can promote the institutionalization of gender equality at the country level and induce long-term changes. However, this possibility of working on the enabling environment is currently under-used in many ILO projects. Gender mainstreaming strategies are too often limited to project-bound outputs for individual female employees. Finally, the review observed that gender issues combined with other vulnerable groups (unemployed youth, working children, people with disabilities, indigenous populations, etc.) can pose additional challenges to project implementation, unless common issues can be identified.

6. Vulnerable groups. While half of the evaluation reports (22) made reference to vulnerable groups, only five evaluation reports reviewed in a systematic way the integration of these groups into the project design, with just a few reflecting on the sustainability of the outcomes related to vulnerable groups. Reference is also made to specific vulnerable groups, such as people with disabilities, young people, children (at work), laid-off workers, people living with HIV/AIDS, victims of natural disasters, informal workers, low-skilled workers, migrant workers, ex-convicts, ethnic minorities, indigenous people, and widows. The review found that both targeting and mainstreaming approaches were used to support vulnerable groups. The review demonstrated that effectiveness in addressing the employment-related needs of vulnerable groups depends on the ownership of policy-makers and the capacity of the implementing partners. Targeting beneficiaries from well-defined vulnerable groups has the best chance to produce sustainable results when this goes hand in hand with: (i) policy-making authored and owned by the government; and/or (ii) institutional capacity building that brings the policy into practice. Studies showed that the success of targeting specific vulnerable groups depends on the:

- context (subsistence or stagnating versus growth economy);
- type of vulnerability (stereotype opinions and prejudices versus disability);
- interpretation of what is meant by ‘effective’ (direct benefits versus long-term results); and
- type of targeting methods used (targeting versus self-targeting).

Moreover, the degree of effectiveness should be set against the objectives pursued, such as inclusion in the labour market system, full employment, equal opportunities, etc. If the inclusion of vulnerable groups is to have lasting effects, a specific vulnerable group strategy will have to be designed for each and every component of the intervention. This presents a challenge for the project designers, as well as for the management team, but the rewards are substantial when appropriate strategies are designed. Finally, ownership, with regard to vulnerable groups, is likely to prove a challenge in post-conflict or crisis countries, as the population ‘at large’ will be given priority over these well-defined groups. Interventions should be adapted if sustainable impact is to be achieved.

Recommendations arising from the study

In order to strengthen the contribution of ILO employment promotion interventions in the implementation of the various objectives of the DWA, this study suggests taking the following recommendations into consideration.

Recommendation 1 – Make ILO employment promotion interventions work more effectively to support the DWA by improving project theories of change and enabling factors in the design of programmes and projects.

In the initial consultation phase between ILO and the partner countries, as well as during the design process (identification and formulation), more attention should be paid to examining which interventions related to employment promotion provide opportunities to address the DWA dimensions, either through mainstreaming or targeted approaches. This attention should result in balanced theories of change, and be translated in terms of strategies, human resources and financial resources. These additional decent work components should be part of the M&E framework and be retained as periodic discussion points on the tripartite steering groups’ agendas.

Recommendation 2 – Avoid the risks of a learning deficit by emphasizing sufficient focus on the issue of decent work outcomes in evaluations of ILO projects.

Only a limited number of ILO evaluation reports in the synthesis review focused sufficiently on the outcome level, both for the employment promotion objectives and for decent work objectives. This shortcoming limits the potential to learn about progress towards decent work outcomes. First of all, improving the availability of outcome-level data requires the strengthening of the M&E processes of ILO projects. Secondly, although the available resources for independent evaluations are limited, evaluation terms of reference should include requirements for a more systematic effort to collect outcome-level data, looking at the implemented activities and mechanisms, and their possible contributions (or negative effects) in triggering sustainable changes. Similarly, project monitoring systems should provide the necessary complementary baseline data.

Recommendation 3 – Include policy support for the implementation of the DWA as part of all ILO employment promotion interventions.

Based on the premise that ILO has a clear comparative advantage to influence the reflection, formulation and implementation of policies addressing dimensions of the DWA, it is recommended that policy support be a systematic component in ILO employment promotion interventions. Moreover, attention to influencing policies should be mainstreamed in all components, strategies and activities of the interventions. Supported by technical expertise and capacity-building approaches, the ILO interventions would bring together more enabling factors, which would contribute to sustainable outcomes.

Recommendation 4 – Ensure that the capacity building of key stakeholders involved in labour market institutions, mechanisms and regulations, beyond the primary ILO constituents, is a key ingredient in all ILO interventions.

How the DWA is addressed and effectively implemented at the country level depends on the role played and decisions made by actors involved in labour market institutions, mechanisms and regulations. From that perspective, supporting the implementation of the DWA through ILO employment promotion interventions implies adequate capacity development of these actors. These capacities should embrace knowledge and skills that allow the social partners and the relevant national administrations to make evidence-based, effective decisions. The capacity-building strategies should take into account the needs and characteristics of each actor. In addition, they should not be limited to the traditional ILO constituents but should also benefit other relevant stakeholders who, according to the specific issue or policy in question, can potentially contribute to the implementation of the DWA.

Annex I. Methodological process

This synthesis review was carried out between February and May 2014 using the methodological process described in this section. It was conducted by a HIVA-KU Leuven Research Team comprising: Mrs. Bénédicte Fonteneau; Dr. Huib Huyse; and Mr. Ignace Pollet. Mrs Milena Pacchiotti, ILO junior research assistant, provided support to the team. The ILO Evaluation Office (EVAL) supervised the review.

Inception phase

During the inception phase, the research team and the ILO EVAL fine-tuned the research questions to be addressed by the synthesis review. Interviews with heads (or staff members) of units in charge of technical interventions related to employment promotion were carried out in order to better describe the expectations for this synthesis review and to identify additional sources that could be relevant to the scope of the review (Mr. Guy Thijs and Mrs. Carla Henry, EVAL; Mrs. Dorothea Schmidt, Employment Policy Unit; Mr. Iyan Islam, CEPAD; Mrs. Chris Evans-Klock, Skills and Employability Department; Mr. Terje Tessem, EIIP and Roy Chacko, ACT/EMP).

An inception report was submitted on 18/2/2014 for circulation and comments, and was approved on 7/03/2014.

Selection process

Stage I Identification of the evaluations

The ILO EVAL carried out the preliminary search of studies on the ILO i-Track database using the inclusion criteria described in the table below.

Date of the interventions	2003–2013
Geographical scope	All regions and countries
Languages	Reports published in English, Spanish or French
Type of document	Final independent evaluations and mid-term independent evaluations including information on the outcomes/impact of the interventions Other ILO studies addressing employment promotion and the Decent Work Agenda
Content-related criteria	All ILO technical interventions related to employment promotion, active labour market policies, skills development, institutional capacity development linked with employment promotion issues Other relevant evaluations or studies published by UN organizations

None of the following types of documents were considered in the identification or selection process:

- ILO or ILO constituents policy documents;
- promotional leaflets;
- internal evaluations or studies carried out by ILO units or representation offices;
- mid-term evaluations not including information related to outcomes/impact of the intervention.

This resulted in the identification of 108 evaluations of employment promotion interventions and seven ILO Strategy Thematic Evaluations.

Type of reports	Number of identified reports
External Evaluations	108
ILO Strategy Thematic Evaluations	7
Other ILO studies (Labordoc)	23
TOTAL	137

Stage II selection process

The selection process of the studies to be reviewed was carried out based on the additional following inclusion criteria.

Inclusion criteria	Explanation
Reliability assessment	Independence of evaluators and sources consulted Description of methods for data collection (incl. sampling) and analysis
Validity assessment	Description of the subject of the evaluation Clear description of the results envisaged and the intervention logic Assessment of the sustainability of the project/observed outcomes
Relevancy	The document addresses aspects of outcomes and changes related to decent employment promotion at country level (institutions, regulations, policies)

The selection of the studies was done by three members of the HIVA research team assisted by a junior research assistant of the ILO EVAL. The selection was done with a grid (seen Part A of Annex 2) developed for the purpose of this review.¹¹² Reports suggested for selection by the junior research assistant were checked by a member of the research team for final selection or rejection.

This process resulted in the selection of 44 evaluations reports of employment promotion interventions, six ILO Strategy Thematic Evaluations and eight other ILO studies.

Type of reports	Number of identified reports	Number of selected reports
External evaluations	108	44
ILO strategy-thematic evaluations	7	6
Other ILO studies (Labordoc)	23	8
TOTAL	138	58

Out of the 44 final evaluations, nine were interventions on skills development, 10 on employment creation (not labour intensive), 10 on labour employment creation, 10 on enterprise and entrepreneurship promotion, five on other themes or strategies (capacity building, policy support as main component).

As the table below shows, the majority of countries with interventions are located in Africa and Asia (mainly Southeast Asia).

¹¹² The grid was inspired by the one elaborated for the synthesis review of social dialogue interventions (ILO Evaluation Unit, April 2013).

Continent/region	Number of interventions by countries
Africa	19 countries
Eastern Africa	Ethiopia (4), Kenya (4), Madagascar (1), Mozambique (2), Uganda (2), United Republic of Tanzania (4), Rwanda (1), Zambia (1)
Central Africa	Angola (1), Cameroun (1)
Southern Africa	South Africa (3), Swaziland (1)
Western Africa	Bénin (2), Burkina Faso (1), Ghana (2), Liberia (1), Mali (1), Senegal (2), Sierra Leone (1)
Latin America	5 countries
Central America	Guatemala (1), Honduras (1)
South America	Argentina (1), Bolivia (1), Ecuador (1)
Asia	22 countries and Occupied Palestinian Territories
Central Asia	Kazakhstan (1), Kyrgyzstan (1), Tajikistan (1)
Eastern Asia	China (2), Mongolia (1)
Southern Asia	Afghanistan (1), Bangladesh (3), Nepal (1), Sri Lanka (2)
South-Eastern Asia	Cambodia (4), Indonesia (4), Lao People's Democratic Republic (1), Malaysia (1), Myanmar (1), Philippines (1), Thailand (1), Timor-Leste (1), Viet Nam (2)
Western Asia	Armenia (1), Azerbaijan (1), Georgia (1), Occupied Palestinian Territories (1), Qatar (1)
Europe	4 countries
Eastern Europe	Federation of Russia (1)
Southern Europe	Albania (1), Kosovo (1), Serbia (1)

Stage III review of the research material

The review process was carried out by the HIVA research team using a standard analytical framework (see Annex 3) in order to allow for a comparative comprehensive analysis of the outcomes, taking into account the specific contexts of the interventions.

Annex II. Selection tool

SECTION A

INFORMATION ON THE INTERVENTION AND QUALITY OF THE DOCUMENT

1. Data on the coding of the documents

Title & year of evaluation	
Authoring organization	
Period covered by evaluation	
Budget of programme	
TC number (if applicable)	
Language	<input type="checkbox"/> EN <input type="checkbox"/> FR <input type="checkbox"/> ES
Coded by	
2 nd reviewer	
Type of document	<input type="checkbox"/> ILO evaluation report
	<input type="checkbox"/> Other:

2. Profile of the EP intervention addressed in the document

Geographical focus	<input type="checkbox"/> Global <input type="checkbox"/> Asia <input type="checkbox"/> Africa <input type="checkbox"/> Americas <input type="checkbox"/> Europe
Countries	
Sector(s)	
Category of EP	

3. Check of minimum conditions

	Yes	Weak	No	Not Applicable
Independence of evaluators and sources consulted	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The report contains a description of the methods for data collection and analysis	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The report indicates how information was checked (e.g. triangulation)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The report indicates how sampling ¹¹³ was performed	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Remarks				

¹¹³ Sampling must be understood as the selection rationale applied in all data collection methods: interviews, focus groups, surveys, etc.

4. Reliability

	Yes	Weak	No	Not Applicable
Independence of evaluators and sources consulted	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The report contains a description of the methods for data collection and analysis	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The report indicates how information was checked (e.g. triangulation)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The report indicates how sampling ¹¹⁴ was performed	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Remarks				

5. Validity

	Yes	Weak	No
The evaluation report contains a clear description of the subject of the evaluation (organizations involved, target groups, activities, budgets, ...)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The evaluation report contains a clear description of the results envisaged and the intervention logic	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The report is transparent in its analysis and conclusions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The report contains an assessment of the sustainability of the project/observed outcomes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Remarks			

6. Relevance of the document

	Yes	No
Links to key review questions The document addresses aspects of outcomes and changes related to decent employment promotion at country level (institutions, regulations, policies) during the last decade	<input type="checkbox"/>	<input type="checkbox"/>
Methodological quality The document contains		
Good practices examples	<input type="checkbox"/>	<input type="checkbox"/>
A summary of lessons learned	<input type="checkbox"/>	<input type="checkbox"/>
Recommendations	<input type="checkbox"/>	<input type="checkbox"/>
Results of interventions	<input type="checkbox"/>	<input type="checkbox"/>
Links to the other dimensions of the Decent Work Agenda	<input type="checkbox"/>	<input type="checkbox"/>
Remarks		

7. Quality of lessons learned and recommendations for EP

Organisational learning	<input checked="" type="checkbox"/> <input type="checkbox"/> Lessons learned (positive and/or negative) with view on EP
The report contains:	<input type="checkbox"/> Recommendations with view on EP
What works?	<input type="checkbox"/> Information on interventions that worked well
The report contains:	<input type="checkbox"/> Information on interventions that did not work well

¹¹⁴ Sampling must be understood as the selection rationale applied in all data collection methods: interviews, focus groups, surveys, etc.

General conclusion

Recommended for 2 nd reading	Not recommended
<input type="checkbox"/>	<input type="checkbox"/>

Reliability
Validity
Relevance
Reasons for not using the report

SECTION B

RELEVANCE OF THE INTERVENTION FOR THE SYSTEMATIC REVIEW

1. Dimensions of employment promotion and good practice

Does the evaluation/document contain the following?	Yes	No		
Reference to dimensions of EP at different level:				
- Global	<input type="checkbox"/>	<input type="checkbox"/>		
- Regional	<input type="checkbox"/>	<input type="checkbox"/>		
- National	<input type="checkbox"/>	<input type="checkbox"/>		
- Sub-national	<input type="checkbox"/>	<input type="checkbox"/>		
	Major aspect	Important aspect	Addressed	Not addressed
Reference to experiences in regard to:				
- Design of policy mixes in relation to the context	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Actors involved (design, implementation and evaluation of the policy mixes)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Universal versus targeted approach	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Implementation process	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Financing and institutional sustainability	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Quantitative and qualitative results (outcome and impact)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Observed limitations or unexpected negative outcomes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Other:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

THEME	DETAILS/KEY WORDS
Direct employment promotion*	
Active labour policy*	
Skills development *	
Institutional capacity development* (all ILO constituents and other relevant actors at country level, e.g. Ministry of Finance, NGOs)	
Labour rights*	
Social protection* (insurance, income replacement and other social benefits along the life-cycle)	
Social dialogue*	
Gender*	
Vulnerable groups/ poverty*	
Transition Informal to formal (?)*	
Other	

***Example of key words:**

Public works/infrastructure Labour-intensive programmes Enterprise and industry development Entrepreneurship promotion
Matching supply/demand labour market integration measures Activation measures Employment services
Training policy TVET Other supply-side promoting measures
(All technical and governance related capacities) Country policy development Methodological tools and guidelines Training Other forms of hands-on/hands-off capacity development support

Annex III. Review tool

Relevant information from selected reports

If you paste quotations from selected report: please put the quotations between brackets and specify # of page or paragraph

1.	Title of the report/project
2.	ILO TC Number
3.	COUNTRY/MULTI-COUNTRIES
4.	Themes
5.	EMPLOYMENT PROMOTION CATEGORY(IES) <i>Use the following categories</i> <ul style="list-style-type: none">- Supply-side measures (skills development)- Demand-side measures (Enterprise/entrepreneurship, Employment creation, Public works/labour intensive programmes)- Matching supply-demand (employment services)
6.	DIMENSIONS OF DECENT WORK ADDRESSED BY THE OBSERVED OUTCOMES <i>Use the following categories</i> <ul style="list-style-type: none">- Social Dialogue- Social protection- Labour Rights- Gender- Vulnerable Groups/Poverty- Transition to formation

7. CONTEXTUALIZATION OF THE INTERVENTION (pilot project, part of a major reform at country level, etc.)	
8. DOCUMENTED OUTCOMES RELATED TO DIMENSIONS OF DECENT WORK Documented outcomes at country level Please indicate clearly: <ul style="list-style-type: none"> - the level of implementation (from an explicit intention to effective implementation) - the actors involved (ILO constituents and other actors) - the types of strategies/policies implemented, organizational or institutional changes, new or modified regulations, decision made, etc. (Particular accent on policy mixes, synergies, complementarity between actors or mechanisms at country level) 	
9. ON SUSTAINABILITY OF OUTCOMES Assessment related to the sustainability of the observed outcomes	
10. ON ILO CONTRIBUTION Assessment by the evaluation/study of the contribution of ILO project to the observed outcomes: "To what extent did the project (in terms of strategies, approach, design) particularly contribute to the observed outcomes?"	
11. ON PROJECT DESIGN Relevant recommendations related to the project design of its logic of intervention (in order to better contribute to outcomes at country level)	
12. ON CONTEXT Relevant information/assessment related to the context (relevance of the approach in view of the context, positive/negative outcomes related to context factors, etc.)	
13. ADDITIONAL COMMENTS	

Annex IV. Selected final evaluation reports

Skills development (n=9)

Evaluation No.	Project code	Title	Duration	Budget (US\$ ¹)	Admin unit	Technical unit	Themes	Countries
614	RER/00/05/ITA	Skills Development for the Reconstruction and Recovery of Kosovo - Final Evaluation	Feb 2001–June 2007	2 617 028	EMP/SKILLS	EMP/SKILLS	Skills Development	Kosovo
939	SRL/05/08/BEL	Skills development for economic empowerment and the creation of livelihoods after the Tsunami - Final Evaluation	Jan 2006–Dec 2008	1 560 971	RO-Asia and the Pacific	EMP/SKILLS	Skills development	Sri Lanka
1716	ALB/03/50/ITA	Assistance to strengthen the employment and training system of the national employment services - Final Evaluation	Jan 2008–Dec 2011	789 771 €600 000-Government of Italy + €200 000 MoL SAE0	DWT/CO-Budapest	EMP/SKILLS	Skills development / informal economy	Albania
768	RER/04/52/MNET	Increasing employability of disadvantaged young women and men and other marginalized groups in the Caucasus and Central Asia through Skills Development and Entrepreneurial Education- Final Evaluation	March 2004–Feb 2006	1 236 999	DWT/CO-Moscow	EMP/INVEST	Skills development	Subregion of Eastern Europe and Central Asia
1530	SRB/07/01/ITA	Youth employment and partnership in Serbia - Final Evaluation	Sept 2007–Dec 2010	1 200 000	DWT/CO-Budapest	ED/EMP/MSU	Skills development	Serbia
2033	SAF/10/02/MUL	Promotion of decent work in the South African transport sector (Phase I) - Final Evaluation	Dec 2010–March 2013	1 270 000	DWT/CO-Pretoria	EMP/ENTERPRISE	Skills Development	South Africa

Evaluation No.	Project code	Title	Duration	Budget (US\$ ¹)	Admin. unit	Technical unit	Themes	Countries
1093	BGD/06/01/EEC	Technical and vocational education training (TVET) reform in Bangladesh - Mid Term External Evaluation	Dec 2007–Dec 2012	2 772 436	CO-Dhaka	EMP/SEED	Skills development	Bangladesh
1305	INS/06/15/NET	Education and Skills Training for Youth (EAST) Final Evaluation	Nov 2006–Oct 2011	22 675 772	CO-Jakarta	EMP/SEED	Skills development / youth / Enterprise development	Indonesia
1589	SEN/07/01/LUX	Programme d'insertion des sortants de la formation professionnelle - Final Evaluation	Dec 2007–Dec 2012	1 787 640	DWT/CO-Dakar	EMP/ ENTERPRISE	Capacity building / Sector (transports)	Senegal

¹ Denotes US\$ unless otherwise noted as Euros (€).

Employment promotion policy (n= 10)

Evaluation No.	Project code	Title	Duration	Budget (US\$ ¹)	Admin. unit	Technical unit	Themes	Countries
1132	RLA/03/52/UKM	Evaluation: Policies for Eradication of Poverty, Employment Generation and Promotion of Equality of Gender and Race in the Informal Economic Sector in Latin America: Ecuador and Brazil	May 2003–Oct 2006	1 800 000	INTEGRATION	INTEGRATION	Informal economy / employment creation	Ecuador
	RAS/03/51/UKM	Evaluation: The informal economy, poverty and employment: An integrated approach	2003–Jan 2006	1 887 136	RO-Asia and the Pacific	RO-Asia and the Pacific	Informal economy / employment creation	Cambodia, Mongolia, Thailand
687 638	ETH/06/50M/NET	Poverty Reduction through Decent Employment Creation in Ethiopia - Final Evaluation	Sept 2005–Sept 2008	2 100 000	CO-Addis Ababa	CO-Addis Ababa	Employment creation	Ethiopia
	ETH/06/50M/NET	Poverty reduction through decent employment creation in Ethiopia - Mid Term Evaluation			CO-Addis Ababa	EMP/ ENTERPRISE	Employment creation	Ethiopia
878	GHA/04/50/NET	Working out of Poverty Project Ghana Decent Work Pilot Programme - Final Evaluation	March 2004–Apr 2006	957 000	ILO-Integration	ILO-Integration	Employment development / informal economy	Ghana
730	RAF/06/55/FRA	Projet d'appui à la promotion de l'emploi et réduction de la pauvreté (APERP I) - Final Evaluation	Jan 2007–June 2010	4 060 913	DWT/CO-Yaounde	EMP/INVEST	Employment promotion	Mali and Cameroun
1044	INT/08/57/DAN	Promoting the rights and reducing poverty of indigenous and tribal peoples – Mid-term Evaluation	Sept 2008–Sept 2010	2 745 000	NORMES	COOP	Inclusive Employment creation / legislation	Bangladesh, Cambodia, Cameroon, India, Indonesia, Kenya, Namibia and Nepal

Evaluation No.	Project code	Title	Duration	Budget (US\$ ¹)	Admin. unit	Technical unit	Themes	Countries
847	ARG/02/01M/ITA	Programa integrado de apoyo para la reactivación del empleo en la Argentina (AREA) - Final Evaluation	Nov 2005–Apr 2007	5 649 054	CO-Buenos Aires	EMP/POLICY	Employment creation / policy	Argentina
	PHI/04/01M/CAN	Promoting Youth Employment in the Philippines: Policy and Action	Apr 2005–Nov 2007	989 283	CO-Manila	EMP/POLICY	Employment creation / policy / youth	Philippines
1702	INT/07/14/EEC	Assessing and addressing the effects of trade on employment - Final evaluation	Jan 2009–July 2013	3 397 590	ED/EMP/MSU	ED/EMP/MSU	Employment creation	Bangladesh, Burkina Faso, Jamaica, Tanzania, Viet Nam

¹ Denotes US\$ unless otherwise noted as Euros (€).

Public Works and other labour intensive programmes (n=10)

Evaluation No.	Project code	Title	Duration	Budget (US\$)	Admin. unit	Technical unit	Themes	Countries
642 974	LIR/06/50/NET	Poverty reduction through decent employment creation in Liberia - Mid Term Evaluation	Jan 2007–Dec 2008	4 200 000	CO-Abuja	EMP/INVEST	Labour intensive employment	Liberia
	LIR/06/50/NET	Poverty Reduction through decent employment creation in Liberia - Final evaluation	Jan 2007–Apr 2010	5 353 130	CO-Abuja	EMP/INVEST	Labour intensive employment	Liberia
967	TIM/08/50/NOR, TIM/10/50/AUS, TIM/08/51/EEC, TIM/08/52/IRL	Investment budget execution support for rural infrastructure development and employment generation (TIM works) Norwegian Contribution - Final Evaluation	Sep 2008–June 2010	8 145 316	RO-Asia and the Pacific	EMP/INVEST	Employment Creation	Timor Leste
1391	INS/06/50/NET	Employment-intensive growth for Indonesia: Job opportunities for young women and men (JOY) - Final Evaluation	May 2007–Apr 2010	2 800 000	CO-Jakarta	EMP/INVEST	Labour intensive employment	Indonesia
928	RAF/05/62/SID	Operationalizing Pro Poor Growth - Component I: Ethiopia Report - Final Evaluation	Mar 2006–Dec 2008	210 132	EMP/CEPOL	EMP/CEPOL	Labour Intensive Employment	Ethiopia
1748	GHA/11/01/IBR	Technical assistance for capacity building support to the Ghana Social Opportunities Project (GSOP) - Final evaluation	Sep 2011–Aug 2013	1 479 819	Co-Abuja	EMP/INVEST	Capacity Building, labour intensive employment	Ghana
1146	INS/10/02/IDA	Rural access and capacity building project (RACBP) in Nias Island, Indonesia - Final Evaluation	Oct 2009–Dec 2012	16 000 000	CO-Jakarta	EMP/INVEST	Capacity building, public works	Indonesia
1862	KEN/120/1/JPN	Youth employment for sustainable development in Kenya - Final evaluation	Jan 2012–Dec 2012	1 610 000	CO-Dar es Salaam	EMP/INVEST	Youth employment / Employment creation	Kenya

Evaluation No.	Project code	Title	Duration	Budget (US\$)	Admin. unit	Technical unit	Themes	Countries
720	SAF/04/M53/SAF SAF/04/M50/UKM	Support to the National Department of Public Works on the implementation of the Expanded Public Works Programme (EPWP) in the Limpopo Province - Mid Term Evaluation	Jan 2005–Dec 2010	5 023 514 [Amendment 1] + 640 500	DWT/CO- Pretoria	EMP/INVEST	Labour intensive employment / Public works	South Africa
888	RAF/04/53/NET	Capacity building for employment creation and economic empowerment through ILO's Local Economic Development approach in Mozambique, South Africa and Angola - Final Evaluation	Mar 2004–Sep 2006	1 600 000	EMP/INVEST	EMP/INVEST	Labour intensive employment / Capacity building	Mozambique South Africa, Angola
2025	SIL/10/01OUF	Quick Impact Employment Creation Project (QIECP) for Youth through Labour-based Public Works (QIECP) in Sierra Leone - Final Evaluation	Oct 2010–Oct 2013	6 293 840	CO-Abuja	EMP/INVEST	Employment creation, youth employment	Sierra Leone

Enterprise and entrepreneurship promotion (incl. through cooperatives) (n=10)

Evaluation No.	Project code	Title	Duration	Budget (US\$ ¹)	Admin. unit	Technical unit	Themes	Countries
869	VIE/04/01/SID	Poverty Reduction through Integrated Small Enterprise Development Project (PRISED)- Mid-Term Evaluation	Aug 2005–Aug 2009	4 500 000	CO-Hanoi	EMP/SEED	Entrepreneurship	Viet Nam
1029	SAF/07/51/FLA	Social entrepreneurship targeting youth in South Africa (SETYSA) - Final Evaluation	Jan 2009–Feb 2011	1 250 000	CO-Harare	EMP/SEED	Entrepreneurship	South Africa
1746	PAL/08/01/UND	Entrepreneurship education: Introduction of "Know about business" in vocational and technical trainings in Palestine - Final Evaluation	Jan 2009–Jul 2011	9 000 000	RO-Arab States/ DWT-Beirut	EMP/SEED	Entrepreneurship/ Skills dev.	Occupied Palestinian Territories
1691	INT/08/68/IRL	Women's Entrepreneurship Development and Gender Equality (WEDGE): Phase 3 - Final evaluation	Aug 2008–Jul 2011	€3 000 000	EMP/ SEED	EMP/SEED	Entrepreneurship/ Skills dev.	International
852	PNG/03/02/AUS	Start and improve your business (Phase III) - Papua New Guinea - Final Evaluation	May 2008–Jun 2008	796 207	CO-Jakarta	EMP/SEED	Entrepreneurship	Papua New Guinea
...	RAF/04/52/NET	Evaluation: SYNDICOOP - Poverty Reduction among Unprotected Informal Economy Workers through Trade Union – Cooperative Joint Action	Mar 2004–Apr 2006	1 103 880	EMP/ COOP	EMP/ COOP	Cooperatives and entrepreneurship	Kenya, Rwanda, Uganda, Tanzania
994	CPR/04/02/UKM	Start and Improve Your Business (SIYB) China - Final Evaluation	Jul 2004–Jun 2007	8 779 286	CO-Beijing	EMP/ INVEST	Entrepreneurship	China
752	QAT/05/01/SDQ	Setting up a small enterprise support unit (SESU) at the Social Development Centre in Qatar ILO/SDC Start and Improve your Business Project - Final Evaluation	May 2006–Dec 2007	472 347	RO-Arab States/DWT- Beirut	EMP/ ENTERPRISE	Entrepreneurship	Qatar

¹ Denotes US\$ unless otherwise noted as Euros (€); ... data not available.

Evaluation No.	Project code	Title	Duration	Budget (US\$)	Admin. unit	Technical unit	Themes	Countries
743	CPR/08/03/UKM	Livelihood recovery in Sichuan Project: (Re)starting business through (SIYB) Strengthen and Improve Your Business - Final Evaluation	Jul 2008–Aug 2009	693 069 and ILO/CRISIS 100 000	CO-Beijing	ILO/CRISIS	Entrepreneurship	China
1079 & 1812	RAF/06/53M/UKM	Cooperative facility for Africa - Mid Term Evaluation Impact assessment of the CoopAfrica programme 2008-2010: Based on a longitudinal survey of Ethiopia, Kenya, Lesotho and Tanzania	Oct 2007–Dec 2010 Jan 2011	9 339 192 10 000 000	CO-Dar es Salaam	EMP/COOP	Cooperative dev. / Employment creation	Botswana, Ethiopia, Kenya, Lesotho, Swaziland, Uganda, United Republic of Tanzania and Zambia

Other employment themes (including capacity building of employment services, policy support) (n=5)

Evaluation No.	Project code	Title	Duration	Budget (US\$)	Admin. unit	Technical unit	Themes	Countries
983	SRL/03/05M/SID	Capacity Building for Employment Services and JOBSNET (CABNET) (ILO Accelerated Employment Services Project (AES), Sri Lanka - Final Evaluation	Sep 2005–Dec 2009	1 200 000	CO-Colombo	ILO/CRISIS	ALMPs	Sri Lanka
617	AFG/03/03/FRG, AFG/06/01/GTZ	Expansion of employment services to nine provinces in Afghanistan - Final Evaluation	May 2004–Mar 2007	3 455 686	DWT/ CO-New Delhi	ILO-Crisis	Reconstruction/ employment services	Afghanistan

Evaluation No.	Project code	Title	Duration	Budget (US\$ ¹)	Admin. unit	Technical unit	Themes	Countries
2183	RAS/10/59/JPN (for year 2011), RAS/11/58/JPN (for year 2012), RAS/13/53/JPN (for year 2013)	Promotion and building unemployment insurance and employment services in ASEAN countries - Final Evaluation	Jan 2011–Dec 2013	1 900 000	RO-Asia and the Pacific	ED/EMP/MSU	Employment services / Employment insurance	Brunei, Indonesia, Lao People's Democratic Republic, Myanmar, Malaysia, Philippines, Singapore, Thailand, Vietnam
1239	BOL/06/50/NET	Programa de Apoyo al Trabajo Decente en Bolivia (PATD) - Final Evaluation	Mar 2007–Apr 2010	2 974 328	DWC-Lima	EMP/ ENTERPRISE	Capacity building/ Workers' Rights	Bolivia
1690	INT/09/06/EEC	Improving social protection and promoting employment - Final Evaluation	Nov 2009–Jun 2013	European Community €2 500 000 (90.3%) and ILO €269 124	SEC/SOC	EMP/POLICY	Employment creation / Youth	Burkina Faso, Cambodia and Honduras

¹ US\$ unless otherwise noted as Euros (€).

Annex V. Additional selected thematic evaluations of ILO's strategies

Author	Date	Title	Theme
ILO	Sep/06	Independent Evaluation of ILO's Strategy for Employment Creation through Employment-intensive Investment Approaches (EIS)	Labour intensive approach/job creation
ILO	Sep/13	Independent evaluation of the ILO's strategy to promote sustainable enterprises and decent work - Volume I	Enterprise
		Independent evaluation of the ILO's strategy to promote sustainable enterprises and decent work - Vol. II	Enterprise
ILO		Independent evaluation of the ILO's strategy for integrating inclusive employment policies - Volume 1 Main Report	Employment policies
ILO	Oct/12 Nov/12	Independent evaluation of the ILO's strategy for integrating inclusive employment policies - Volume 2 Case Studies	Employment policies
ILO	Oct/09	Independent evaluation of the ILO's strategy to increase member States' capacities to develop policies and programmes focused on youth employment	Capacity building / youth
ILO	Nov/07	Independent thematic evaluation of the ILO-Irish Aid Partnership Programme - Final Evaluation	Skills Development / Employability

Author	Date	Title	Source	Theme
ILO	2008	Social and economic empowerment of women in the informal economy: impact case study of Sikap Buhay	Labordoc	Microfinance
ILO	2010	Social security for informal economy workers in Indonesia: looking for flexible and highly targeted programmes	Labordoc	Informal economy
ILO	2008	Start your business impact assessment study in Aceh 2007	Labordoc	Entrepreneurship
ILO Weeratunge N.	2008	Enterprise for Pro-Poor Growth Project - Impact assessment on the enterprise culture component (Final Report)	Labordoc	Entrepreneurship
ILO	2006	SYB Programme Impact Assessment Nanggroe Aceh Darussalam - A longitudinal study of 244 participants of SYB courses from March to September 2005 under the Youth Employment Project for Indonesia	Labordoc	Entrepreneurship
ILO/IFAD	2012	Promoting decent and productive employment of young people in rural areas: a review of strategies and programmes	Labordoc	Employment creation
ILO; Devereux and Solomon (2006)	2006	Employment creation programmes: the international experience	Labordoc	Employment creation
ILO	2008	Gender and Entrepreneurship Together (GET Ahead) training implementation: impact assessment: Women's Entrepreneurship Development Aceh	Labordoc	Skills Development

Annex VI. Final evaluations reports not selected

Evaluation No.	Project code	Title	Planned completion date	Admin. unit	Technical unit	Themes	Countries	Status
864	TIM/03/01/USA	Rural Development Programme for Timor-Leste (RDP) - Skills Training for Gainful Employment (STAGE)- Mid-Term Evaluation	Mar/07	EMP/SKILLS	EMP/SKILLS	Skills development	Timor-Leste	Not selected
613	RAS/02/50/USA & RAS/02/55/USA	Training for Rural Economic Empowerment (TREE) Project: Pakistan and the Philippines - Final Evaluation	Nov/07	EMP/SKILLS	EMP/SKILLS	Skills development	Pakistan/Philippines	Not Selected
688	INT/08/69/IRL & INT/098/70/IRL	PEPDEL and INCLUDE: Promoting the employability and employment of people with disabilities through effective legislation (Phase III) - Final Evaluation	Jul/11	EMP/SKILLS	EMP/SKILLS	Skills development	PEPDEL: China, Ethiopia, Thailand, Uganda, United Republic of Tanzania, Viet Nam, Zambia INCLUDE: Ethiopia, UR Tanzania, Viet Nam and Zambia with outreach to other countries (incl. Cambodia, Kenya, Lao People's Democratic Republic, Uganda)	Not selected
891	INT/01/M03/UKM; ZIM/02/M01/DAN; LES/03/M01/LES	Increased Application of Labour-Based Methods through Appropriate Engineering Standards - Final Evaluation Report	Sep/06	CO-Harare	EMP/SKILLS	Labour intensive employment	Ethiopia, Ghana, Lesotho, Mozambique, Uganda, Zimbabwe	Not selected
1429	RQ/07/01/UNQ	Skills development to support employment generation in Iraq - Mid Term Evaluation	May/10	RO-Arab States/ DWT-Beirut	EMP/SKILLS	Skills development /Empl. Creation	Iraq	Not recommended

Evaluation No.	Project code	Title	Planned completion date	Admin. unit	Technical unit	Themes	Countries	Status
1429	LEB/08/01/CAN	Support to public employment services in Lebanon: Strengthening capacity of the National Employment Authority - Mid Term Evaluation	May/10	RO-Arab States/ DWT-Beirut	EMP/SKILLS	Skills development / informal economy	Lebanon	Not recommended
644	MOZ/06/50/NET	Working out of poverty Mozambique - Mid Term evaluation	Apr/09	CO-Lusaka	EMP/SEED	Entrepreneurship	Mozambique	Not recommended
852	PNG03/02/AUS	Start and improve your business (Phase III) - Papua New Guinea - Final Evaluation	Jul/08	CO-Jakarta	EMP/SEED	Entrepreneurship	Papua New Guinea	Not selected
1373	INT/07/09 SDC - 100912	Creating youth employment through improved youth entrepreneurship - Final Evaluation	Jun/11	EMP/SEED	EMP/SEED	Entrepreneurship / Skills dev.	China, Indonesia, Kenya, Kyrgyzstan, Lao People's Democratic Republic, Peru, Sri Lanka, Syria	Not selected
944	TAJ/05/01/HSF	Community development through employment creation and improved migration management - Final Evaluation	Dec/09	DWT/ CO-Moscow	MIGRANT	Employment creation	Tajikistan	Not selected
776	RLA/03/52/UKM	Evaluation: Policies for Eradication of Poverty, Employment Generation and Promotion of Equality of Gender and Race in the Informal Economic Sector in Latin America: Ecuador and Brazil	Oct/06	INTEGRATION	INTEGRATION	Informal economy / employment creation	Brazil	Not selected
	RAF/04/51/NET	Renforcement des capacités des coopératives et associations par la promotion de l'entrepreneuriat lutte contre la pauvreté (FORCE/LCP) - Final Evaluation	Jan/06	DWT/ CO-Dakar	DWT/ CO-Dakar	Cooperatives and entrepreneurship	Gambia, Guinea, Guinea Bissau, Senegal, Mali	Not selected

Evaluation No.	Project code	Title	Planned completion date	Admin. unit	Technical unit	Themes	Countries	Status
723	MAG/06/MO1/NOR	Projet Haute Intensité de Main d'oeuvre (HIMO) Communal (Phase II) - Mid Term Evaluation	Nov/08	CO-Antananarivo	EMP/INVEST	Labour intensive employment	Madagascar	Not selected
1406	RLA/05/04M/SPA (MTIN), RLA/05/05M/SPA (AECID)	Promocion del empleo juvenil en América Latina (MTAS) PREJAL - Final Evaluation	Aug/10	RO-Latin America and the Caribbean	ED/EMP/MSU	Skills development	Argentina, Brazil, Chile, Columbia, Dominican Republic, Honduras, Mexico, Peru	Recommended
1448	GLO/09/59/SID	Promoting Inclusive Job-Rich Growth - Final Evaluation	Jun/11	ED/EMP/MSU	ED/EMP/MSU	Employment creation	Global	Not selected
1505	RAF/09/50/FRG	YES-JUMP: Youth employment support jobs for the unemployed and marginalised young people in Kenya and Zimbabwe - Final Evaluation	mt/12	RO-Africa	ED/EMP/MSU	Employment creation	Kenya, Zimbabwe	Not selected
1442		Improving and expanding insurance for the poor (Bill & Melinda Gates Foundation) - External Interim Evaluation	Oct/10	EMP/SFP	EMP/SFP	Microfinance	Global	Not report
963	SRL/05/03M/SID	Micro and small enterprise development for pro-poor growth in Sri Lanka (ENTER-GROWTH) - Final Evaluation	Sep/09	CO-Colombo	EMP/ENTERPRISE	Entrepreneur ship	Sri Lanka	Not selected
680	NEP/06/51/NET	Employment creation and peace building based on local economic development in Nepal - Mid Term Evaluation	Dec/08	CO-Kathmandu	EMP/ENTERPRISE	Employment creation	Nepal	Not Recommended
1082	UGA/03/01/SID	Investing in Business Information Services: Developing radio programming and journalism targeting small businesses in Uganda - Final Evaluation	Oct/09	CO-Dar es Salaam	EMP/ENTERPRISE	Entrepreneur ship	Uganda	Not selected
1059	VIE/09/02/OUF	Youth employment through local economic development: Quang Nam, Viet Nam - Final Evaluation	Nov/11	CO-Hanoi	EMP/ENTERPRISE	Entrepreneur ship	Viet Nam	Not selected
1327	TIM/07/03/AUS	Youth employment promotion programme in Timor (YEP) - Mid Term Evaluation	Mar/10	CO-Jakarta	EMP/ENTERPRISE	Skills development	Timor Leste	Not selected
1651	ZAM/07/01/FIN	Broad-based wealth and job creation in Zambia economic empowerment through MSME development - Final Evaluation	Jul/11	CO-Lusaka	EMP/ENTERPRISE	Entrepreneur ship	Zambia	Not recommended

Evaluation No.	Project code	Title	Planned completion date	Admin. unit	Technical unit	Themes	Countries	Status
716	DRC/11/01/DRC	Projet d'appui à la réinsertion économique durable des démobilisés (ARED II) - Evaluation Final	May/12	CO-Kinshasa	ILO/CRISIS	Employment creation	Democratic Republic of Congo	Not selected
780	URU/03/01/ITA	Recuperación del empleo a través de apoyo a la creación y consolidación de micro y medianas empresas en el marco de estrategias de desarrollo económico local (REDEL) - Final Evaluation	Dec/08	DWT/CO-Santiago	ILO/CRISIS	Entrepreneurship	Uruguay	Not selected
890	INS/05/07/FIN	Local economic recovery: Rebuilding livelihoods and opportunities, Banda, Aceh - Mid Term Evaluation	Oct/06	CO-Jakarta	ILO/CRISIS	Employment creation	Indonesia	Not selected
750	LEB/07/01M/UND	Local socio-economic recovery in war-affected areas in South Lebanon (Phase I) - Final Evaluation	Mar/09	RO-Arab States/DWT-Beirut	ILO/CRISIS	Microfinance	Lebanon	Not selected
1696	LEB/07/03M/ITA	Skills development, employment services and local economic recovery for the construction sector - Final Evaluation	May/11	RO-Arab States/DWT-Beirut	SECTOR	Skills development	Lebanon	Not selected
592	INS/04/01/HSF	Promoting human security and reducing poverty among indigenous peoples in Papua (PIPE) - Mid Term Evaluation	Jun/07	CO-Jakarta	EMP/CEPOL	Inclusive Employment creation	Papua New Guinea	Not selected
930	INS/04/01/HSF	Promoting human security and reducing poverty among indigenous peoples in Papua (PIPE) - Final Evaluation	Oct/08	CO-Jakarta	EMP/CEPOL	Inclusive Employment creation	Papua New Guinea	Not selected
1083	INT/06/06/SID	Youth employment Network YEN / SIDA Project - Mid Term Evaluation	Dec/08	EMP/CEPOL	EMP/CEPOL	Active Labour Market Policies	Azerbaijan, Brazil, Congo, Ecuador, Egypt, Georgia, Indonesia, Iran, Jamaica, Mali, Namibia, Rwanda, Senegal, Syria, Turkey, Uganda, United Kingdom, Sri Lanka	Not selected
...	RAF/04/51/NET	Renforcement des capacités des coopératives et associations par la promotion de l'entrepreneuriat lutte contre la pauvreté (FORCE/LCP)	Jan/06	Co-Dakar	EMP/COOP	Poverty alleviation / Cooperative	Sénégal, Gambia, Guinée, Guinée Bissau, Mali	Not selected

... = data not available.

Evaluation No.	Project code	Title	Planned completion date	Admin. unit	Technical unit	Themes	Countries	Status
1630	BOL/10/01/RBS	Apoyo al Desarrollo de Políticas Públicas para la Promoción de las Cooperativas en Bolivia	May/12	DWT/CO-Lima	EMP/COOP	Cooperative	Bolivia	Not selected
	RLA/04/51/NET	Regional Sustainable Employment Programme – PRES II	Apr/06	DWT/CO-Lima	EMP/POLICY	Employment creation / policy	Bolivia, Honduras, Nicaragua, Peru	Not selected
	INS/04/50M/NET	Youth Employment in Indonesia: Policy & Action	Feb/06	EMP/POLICY	EMP/POLICY	Employment policy / enterprise development	Indonesia	Not selected
1266	RAF/10/52/DAN	Projet CEJEDRAO: Renforcement des compétences pour l'emploi des jeunes et le développement rural en Afrique de l'Ouest Bénin et Burkina Faso (phase I) - Evaluation Final	May/13	DWT/CO-Dakar	EMP/SKILLS	Skills development / Youth employment	Benin, Burkina Faso	Not selected
1496	NER/07/03/EEC	Programme d'appui a la formation professionnelle continue et a l'apprentissage au Niger - Final External Evaluation	Nov/11	EMP/SKILLS	EMP/SKILLS	Skills Development	Niger	Not selected
1819	OMA/06/01/AGF	Enhancing the vocational rehabilitation and employment services for people with disabilities in Oman - Final Evaluation	Apr/12	RO-Arab States/DWT-Beirut	EMP/SKILLS	Skills development / disabilities	Oman	Not selected
1438	VIE/07/02/EEC	Labour Market Project: Better information for creating jobs and developing skills in Vietnam	Jun/11	CO-Hanoi	EMP/SKILLS	Skills development / information sharing	Viet Nam	Not selected
1317	COI/09/01/UND	Appui à la pérennisation de la paix par la promotion de l'emploi des jeunes aux Comores - Final evaluation	Oct/12	CO-Antananarivo	ED/EMP/MSU	Employment creation / youth employment	Comores	Not selected

Evaluation No.	Project code	Title	Planned completion date	Admin. unit	Technical unit	Themes	Countries	Status
808	MOZ/08/51/OUF	ILO Youth Employment Project: Tourism and Construction in Mozambique: 2008-2010- Final External Evaluation	Dec/11	CO-Lusaka	ED/EMP/MSU	Employment creation / youth employment / sectors	Mozambique	Not selected
1157	RAF/08/01/NAD	The law-growth nexus: A mapping of labour law and MSE development in Sub-Saharan Africa (Phase 1) - Final Evaluation	Nov/10	CO-Dar es Salaam	EMP/ ENTERPRISE	Business environment / Legislation / SME dev.	Multiple, sub-Saharan Africa	Not selected
	CMR/06/50NET	Poverty reduction among communities vulnerable to child trafficking through the promotion of decent work in Cameroon - Final Evaluation	May/10	DWT/CO- Yaounde	EMP/ ENTERPRISE	Poverty alleviation / Cooperative	Cameroon	Not selected
827	SRL/08/02/JPN	Promotion of decent work for youth in Sri Lanka - Final Evaluation	Dec/10	CO-Colombo	EMP/ ENTERPRISE	Youth employment	Sri Lanka	Not selected
	SRL/05/07NOR	Income Recovery Technical Assistance Programme ILO-IRTAP in Sri Lanka - Final Evaluation	Aug/07	CO-Colombo	EMP/ ENTERPRISE	Employment creation / Capacity building	Sri Lanka	Not selected
865	RAS/04/12/SID	Support to "Sustainable Rural Infrastructure Development Services for Poverty Reduction in the Asia Pacific Region" (Asist AP)- Final Evaluation	Dec/08	DWT-Bangkok	EMP/INVEST	Green jobs / rural development	Asia and Pacific, with special focus on Cambodia, Indonesia, Lao People's Democratic Republic, Sri Lanka, Timor Leste, Sri Lanka	Not selected
	RAS/00/06/JPN	Evaluation: Strategic Approaches towards Employment Promotion (ILO/PEP)	Mar/05	RO-Asia and the Pacific	EMP/POLICY	SMEs development	China	Not selected
	RAS/04/55/NET	Integrated Small Enterprise Development Project (ISED) - Final Evaluation	Feb/06	RO-Asia and the Pacific	EMP/SEED	Enterprise development / Gender equality	Cambodia, Lao People's Democratic Republic	Not selected
718	ZAM/03/01/SID	Developing business service markets for micro and small enterprises in Zambia (Phase II) - Final Evaluation	Aug/08	CO-Lusaka	EMP/SEED	Capacity building / Business development services	Zambia	Not selected

Annex VII. Description of methodological framework

Input and outcome

The input level is understood as the set of resources that are brought together to execute an intervention, together with key characteristics of the intervention design. It includes project identification and formulation, the project implementation team, the intervention design and planning, the manpower, the budget, the tools, and the group of activities, which make up the project. In theory, the input level is part of the sphere of control of the implementation team and other direct stakeholders who are involved in decision making, planning and carrying out a specific project. The output level is then understood as the direct products coming out of the executed activities either directly or indirectly, intentionally or not.

The outcome level of a project describes the first layer of results. This level describes effects beyond the output level, changes, which are realized as a result (causal link) of the activities. For example: if a specific output is formulated (“training 20 people”), the outcomes could be the actual knowledge and skills they acquired, the application of these capacities at the workplace, and ideally also the increased performance of the organization that employs them. This level can be described as the sphere of influence, because it entails behaviour changes of people and institutions whose attitude, competences and behaviour are affected by the project. The project team can only influence changes at this level, not control them. Finally, the impact level of a project includes changes even further down the causal chain, often described in the specific objectives and overall aim in the projects’ logical frameworks. Both the outcome and the impact level should also be examined in terms of their degree of sustainability, depending on whether mechanisms, institutions or investments will continue to function after the project intervention is finished.

Since most project evaluations take place towards the end of the project, they are unable to probe the impact. The immediate outcomes are therefore the most realistic and reliable indicator of what the project has been performing.

Employment promotion

In the literature and ILO publications, employment promotion measures and policies are often divided in sub-categories using a terminology which is common in labour market policy analysis:¹¹⁵ supply-side measures, demand-side measures, match-making measures, and other measures.

Supply-side measures aim to produce a workforce that is prepared and sufficiently competent to be employed for economic activities set up by others (employers, entrepreneurs and governmental services). Typical supply-side measures are:

- developing, improving and diversifying the education system;
- vocational training (TVET), including elements such as: curricula development, certification, training of trainers (ToT), improving access, improving educational quality, organizational capacity of training institutes, etc.;
- measures aimed at willingness to work (promotion, legislation);
- exclusion of illegal work;

¹¹⁵ This terminology is commonly used in OECD publications such as Froy & Giquère (2010) and in Eurofound publications such as Hawley (2012).

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- promoting (and legislation facilitating) immigration, labour migration or internal migration;
 - measures establishing pre-conditions such as security, law and order, post-emergency rehabilitation, etc.

Demand-side measures aim to enhance the demand for labour and are therefore mostly initiated by companies, governmental services and self-employed individuals. Typical examples are:

- training for stimulating entrepreneurship, starting up and/or expanding businesses;
- incentives for recruitment or consolidation of personnel (tax deductions in case of investment in certain zones, subsidies for recruitment of target groups, etc.);
- measures to improve internal recruitment policy or training policy of companies;
- labour-intensive employment programmes (governmental, e.g. infrastructure works);
- measures aimed at formalizing the informal sector;
- promotion of employment through social economy initiatives, social entrepreneurship, or cooperatives;
- measures targeting pre-conditions such as stimulating export, increasing the internal demand for goods and services, creating an investment-friendly climate, etc.

Match-making measures are measures which aim to bring together supply and demand. Given that the ‘market imperfections of the labour market, due to time lags, the information on jobs or job-seekers not being evenly spread or not coming through, other ‘market imperfections’, adequate legislation and institutions may take up the role of bringing together labour supply and job demand. When it would appear that certain groups or situations (e.g. massive lay-offs) would work against (re-)employment, an approach that is more voluntary may be needed, often called ‘Active Labour Market Policy’.¹¹⁶ Examples of match making are:

- job mediation through (governmental) employment centres (collecting and centralizing vacancies and available job seekers);
- job counselling (by either governmental or private counsellors; at either collective or individual level);
- private employment agencies (interim work);
- organisation and promotion of internships, placement, job experience formats;
- Labour Market Data or Information Systems, including online tools (accessible for employers and job seekers);
- measures aimed at flexibility and/or job security;
- organisation of job fairs or a job ‘market place’.

The **other measures** that may complement employment promotion policies, although they do not automatically fit in the supply-demand logic, are outlined below.

- Targeting specific groups: vulnerable groups or minorities for which special measures are established. These measures could again be characterized as supply or demand-oriented, but they may deserve attention in their own right. These target groups can receive extra training and guidance/counselling, with attention for technical skills, self-esteem or job seeking strategies. In some cases they have preferential access to jobs via preserved employment quota.

¹¹⁶ See: Carcillo and Grubb (2006).

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- Equal opportunity measures (gender, ethnical groups, etc.) or inclusive policy: in practice, measures may take much the same format as in the examples given under target groups.
 - Measures with regard to the level of intervention (central government, sub-national, local), implicating development and capacity strengthening of institutions at a particular level.
 - Strengthening stakeholder capacity (governmental ministries, decentralized services, trade unions, employer federations, chambers of commerce, specialized NGOs etc.)
 - Advocacy and agenda setting: unions, federations or NGOs may have the capacity in developing more pro-active behaviour on issues related to employment policy with decent work, social protection, vulnerable groups, etc.

The overall effectiveness of several of these measures is unknown or contested in academic and policy circles. Pending issues include: universalism versus special targeting, enhancing capabilities (through training) or ascertaining results (e.g. preserved quota), formalizing the informal sector or considering it as a sector with its own unique characteristics, etc. Whereas these debates are beyond the confines of this research, it should be acknowledged that certain (types of) measures are better geared to certain (types of) circumstances and context, especially in relation to development stages of countries and regions. Some examples – which have the status of hypotheses to be gradually corroborated, refined and confirmed through empirical research.

- Developing countries mostly face the challenge of a dualistic economic structure that combines a small formal segment with a large non-formal segment.¹¹⁷ The employment problem manifests itself not as much in high unemployment but in a high incidence of under-employment, hidden in self-employment and casual wage-employment outside the formal segment. Poverty and lack of social protection are rooted in these kinds of employment situations. Temporary labour-intensive works provided by the government may, besides providing a temporary relief and influx of cash in local economies, drastically enhance the awareness of the importance of an even minimal degree of formalization and social protection.
- Low-income countries are often characterized by a rural subsistence economy and/or an ever increasing group of unskilled urban dwellers. In order to attract investors and employers, a nationwide programme for skilling-up a workforce up to desired levels, in combination with other strategies to create an enabling environment for formal employment in the private or public sector, may be more effective than the expansion of the (already sizeable) groups of self-employed.
- When a sizeable workforce with some adequate skilling is available, and the majority of the population lives well above the subsistence level, programmes for entrepreneurship and business development may come in more effectively, as they will not automatically lead to further market fragmentation and, hence, decreasing income levels.
- In middle income countries and emerging economies, the development and strengthening of match-making institutions and mechanisms may be appropriate, since the uneven pace of growth within the country could lead to serious mismatches between supply and demand. These institutions may also be important in documenting and sanctioning violations on the principles of decent work and equal opportunities.

Finally, as the measures summed up in the above sections are in this case not per definition subject of national policy but rather subject of **project-led interventions**, the actual impact of the intervention will undoubtedly be affected by the quality of the project, including its design, its implementation and

¹¹⁷ See: Ghose (2008).

the way it has been managed. Evaluation reports usually focus upon these aspects, in addition to their relevance, effectiveness and efficiency. A question that constantly needs attention, is whether a project – with a limited time line and foreign partners (donor & agency) – is suited for introducing new institutions, attitudes or behaviour changes in a given context, considering it's political, economic, sociological, cultural history and set-up.

Dimensions of decent work

In 1999, the concept of Decent Work was launched in the Report to the Director-General as follows: “The primary goal of the ILO today is to promote opportunities for women and men to obtain decent and productive work, in conditions of freedom, equality, security, and human dignity.”¹¹⁸

While employment, social protection, workers' rights and social dialogue were originally seen as the main components of Decent Work,¹¹⁹ translating the concept into operational indicators has remained a challenge and different stakeholders have come up with different sets of indicators.

For this synthesis review, which is based on ILO projects, only those projects were considered where employment promotion was an important objective. At the outcome level, these projects were meant to contribute to one or more of the following four key dimensions of DW or two cross-cutting issues:

- ▶ Employment creation
- ▶ Workers' rights
- ▶ Social dialogue
- ▶ Social protection
- ▶ Gender equality, and
- ▶ Inclusion of vulnerable groups.

The synthesis examines the selected employment promotion interventions by reviewing the outcomes related to following specific dimensions that are part of the decent work agenda or dimensions allowing for more equal opportunities in the labour market. The table below describes the objectives covered by these dimensions and cross-cutting issues. These descriptions do not have the status of official of scientific definitions, as these would require a longer and more detailed elaboration. .

The selected dimensions include:

¹¹⁸ See: ILO (1999a), p. 3.

¹¹⁹ See: Ghai (2003), p.113.

Table I. Description of decent work dimensions examined in this study¹²⁰

Dimensions of decent work considered for review	Description
Employment creation	An economy that generates opportunities for investment, entrepreneurship, skills development, job creation and sustainable livelihoods
Labour rights	Obtaining recognition and respect for the rights of workers. All workers, and in particular disadvantaged or poor workers, need representation, participation, and laws that work for their interests
Social protection	Promoting both inclusion and productivity by ensuring that women and men enjoy working conditions that are safe, allow adequate free time and rest, take into account family and social values, provide for adequate compensation in case of lost or reduced income and permit access to adequate health care
Social dialogue	Involving strong and independent workers' and employers' organizations is central to increasing productivity, avoiding disputes at work, and building cohesive societies
Gender	Equal opportunities for men and women Combating discrimination and stereotypes
Vulnerable groups/poverty	Equal opportunities for all groups (e.g. people with disabilities, people living with HIV AIDS, indigenous peoples, people in isolated locations, etc.)

¹²⁰ Definitions of employment creation, labour rights, social protection and social dialogue from *Decent Work Agenda*, ILO, 2014, www.ilo.org/global/about-the-ilo/decent-work-agenda/lang--de/index.htm [accessed 26 October 2014].

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Note: The bibliography only includes the scientific literature used for this synthesis review. Full references of reviewed evaluations and studies are listed in annexes 4 and 5.

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